

Final Report on the Organizational Design Project
CITY OF ALBUQUERQUE, NEW MEXICO



December 2012

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INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by the City of Albuquerque to conduct an Organizational Design Project. The report, which follows, presents the results of the study. This study was designed to provide an assessment of the efficiency and effectiveness of City operations, identifying strengths and improvement opportunities relating to organization, staffing and management. In this concluding point of the study, the project team has assembled this final report, which summarizes our findings, conclusions and recommendations.

1. STUDY SCOPE AND METHODOLOGIES

Albuquerque sought the conduct of this Organizational Design Assessment in its continued efforts to streamline operations while maintaining appropriate service levels in an increasingly challenging economic environment. The objective of this study was to identify opportunities for improvement in the operational and economic efficiency.

In this Study, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- **Developed an understanding of the key issues impacting the City.** To evaluate the City, Matrix Consulting Group conducted interviews with City management and managers and staff in each department. Interviews focused on goals and objectives, management systems, the use of technology, the levels of service provided by the City, the resources available to provide those services, etc.

- **Developed a descriptive profile of the City** The Matrix Consulting Group collected data for each department to document current organization of services, the structure and functions of the various departments, budgets, workload data, management systems, inventory of the infrastructure, etc.
- **Provided an opportunity for employee input.** In addition to interviews, the Matrix Consulting Group administered an employee survey. This survey asked employees to evaluate a variety of statements regarding the overall operations of the City as well as their departments and to identify constraints they faced as well as their perceptions on improvement opportunities.
- **Identified key strengths and opportunities for improvement in each department.** The 'best practices' assessment included comparisons to industry standards developed by professional organizations. Additionally, the project team also utilized the Matrix Consulting Group's library of best practices developed by the firm while conducting hundreds of management studies throughout the Country.
- **Conducted further analysis of issues identified for this final report.** Based on initial findings developed, the project team evaluated additional data, analyzed issues and alternatives, resulting in recommendations to staffing levels and management that would streamline operations and maintain existing service levels.

This report consists of a comprehensive review of the operations, management, and staffing of the City's departments.

2. EXECUTIVE SUMMARY OF RECOMMENDATIONS

This section presents a table summarizing the recommendations contained within this report. For purposes of including costs and savings with each recommendation, the project team has assumed full implementation of the recommendation including any policy decision (as noted in the comments section). Not all of these recommendations would be implemented immediately, but show the net fiscal impact on the organization if all were implemented.

The following table provides a complete summary of each recommendation within the report, and includes estimated costs or savings associated with the recommendation.

Recommendations	Cost / (Savings)
1. CROSS ORGANIZATIONAL ISSUES	
AVIATION POLICE	
Merge law enforcement functions in the City – the City Police Department with the Albuquerque Sunport Police Department. Create an Aviation Division within the Police Department. In addition to cost savings, significant advantages would accrue relating to coordination of police services in the City and career pathing for line and management staff.	(\$210,000) savings to Aviation
COMMUNITY DEVELOPMENT – FAMILY SERVICES DEPARTMENT	
The Housing Program and the associated staff within the Community Development Division, Family and Community Services Department should be reassigned to the Planning Department, and report to the Associate Planning Director. This should include the following staff: a total of six (6) staff are assigned to the Housing Program: one (1) Planner, four (4) Program Specialist II's, and one (1) Administrative Assistant.	n/c
The staff of the Housing Program, Community Development Division should be physically housed in the Plaza del Sol building.	n/c
FACILITY / BUILDING MAINTENANCE	
The responsibility for parking meter maintenance and collection should be reassigned to the Security and Parking Manager.	
A Building Maintenance Manager position, appointed from one of the existing facility management positions, should be established with day-to-day responsibility for managing building and custodial maintenance. The Building Maintenance Manager would supervise the Building Maintenance Coordinators / Facilities Operations Coordinators assigned to each zone.	TBD

Recommendations	Cost / (Savings)
Nine (9) Building Maintenance Coordinators / Facilities Operations Coordinators, appointed from existing facility supervisor positions, would be responsible for the maintenance, repair, and replacement of building assets in each zone. Each of these supervisors would supervise approximately twelve (12) staff.	n/c
The Building Maintenance Manager would be supported by an Office Assistant (reassigned internally from within the facilities and Energy Division) and a Senior Administrative Assistant (reassigned from another department whose building and custodial maintenance services are consolidated within the Facilities and Energy Division).	n/c
Eight (8) manager positions should be eliminated.	\$479,000
Ten (10) supervisory positions should be eliminated.	\$513,000
Two (2) clerical positions should be eliminated.	\$49,000
The Municipal Development Department should take a number of steps to improve customer service in the delivery of facility management services, including (1) acquisition of a computerized maintenance management system (CMMS) for facility management, and use the CMMS to enhance customer service; (2) development and adoption of service level agreements with its major customers for facility management services; (3) development of comprehensive facility management performance measures and reporting on their accomplishment to their customers; (4) provision of information to facility management customers on a regular ongoing basis; and (5) enabling customers to participate in managing the facilities business through a Facilities Management Advisory Board.	n/c
CODE ENFORCEMENT	
Code Enforcement should be consolidated in a single division within the Planning Department. This division should be organized on a geographical basis, with teams assigned to specific geographic areas and responsible for enforcing the Uniform Housing Code and the Zoning Code and responding to housing-related complaints and to property maintenance complaints (e.g., weeds, litter, etc.).	n/c
The vacant Code Compliance Manager in the Code Enforcement Division, Planning Department, should be eliminated.	(TBD)
ADMINISTRATIVE SERVICES	
The City of Albuquerque should transfer all Personnel Officer positions to the Human Resources Department.	n/c

Recommendations	Cost / (Savings)
The City of Albuquerque should target a total staffing allocation of 40 positions for the Human Resources Department, including those risk management positions recommended for transfer. At this level of staffing, the City should eliminate a total of eleven positions.	(\$726,000) when fully implemented
The City of Albuquerque should transfer System Administrator position to the centralized IT Department and reduce the number of positions by four (4).	(\$264,600) annually
FAMILY AND COMMUNITY SERVICES / SENIOR AFFAIRS	
The Departments of Family & Community Services and Senior Affairs should be consolidated into a new Community Services Department. Additional future savings will result from merging of administrative functions.	Savings will result from reduction in one Director position to Division Manager
All recreational programming should be consolidated into a single Recreational Division to enable greater coordination of recreational programming and more effective and efficient utilization of resources (fiscal, facility, and personnel).	n/c
The Department should undertake a feasibility study to determine whether opportunities exist to more effectively utilize the senior, multi-generational, and community centers. The City should eliminate centers, to reduce costs, where it can be demonstrated that service needs can be achieved with other center resources.	Potential future cost reduction
The position of Performance Improvement Manager should be eliminated at an estimated annual savings of \$75,000.	(\$75,000) annually
ENVIRONMENTAL HEALTH	
The City of Albuquerque should pursue establishing the Environmental Health Department as an independent authority providing existing services.	n/c
The City should enter into discussions with the County to explore expanding shared-services in the areas of health inspections and urban wildlife to more effectively utilize resources and provide a greater consistency of services in the region.	Potential cost savings

Recommendations	Cost / (Savings)
FLEET SERVICES	
The City should initially set an objective of eliminating six hundred and sixty (660) vehicles from its fleet.	(TBD)
2. ANIMAL WELFARE DEPARTMENT	
The City should reorganize the Animal Welfare Department, reducing the Director's span of control as well as the number of independent functions within the organization. There would be modest cost impacts associated with this reorganization through increased part-time veterinary hours to cover the Chief Veterinarian's additional time devoted to division administration, to include shelter operations.	Unknown based on the number of hours dedicated to added oversight of the shelter.
The City should establish a cost recovery goal of 25% in order to achieve a still low cost recovery best practice target of 25% of operating costs. This increase could result in \$400,000 per year in new revenue.	(\$400,000)
Continue efforts already taken to identify lapsed licenses and utilize a lower cost public education program to promote animal licensing.	Unknown
3. AVIATION	
Aviation Police should be transferred to the Albuquerque Police Department and established as a dedicated specialty unit.	Potential (\$210,000)
The Aviation Department should pursue outsourcing of janitorial services.	Unknown. Estimated at least (\$150,000)
The Aviation Department should conduct an RFP process for landscaping services to determine if it can be provided more cost effectively (at comparable service levels) by the private sector compared to the existing Parks & Recreation contract.	Unknown. Estimated at (\$200,000)
Airfield Maintenance should remain an in-house staffed and provided service due to security and access issues and concerns.	n/a

Recommendations	Cost / (Savings)
Facility Maintenance services are currently provided through a hybrid approach of in-house staff assignments and contracting (for specialized services). This approach should remain as currently provided, or acquired through Municipal Development if an appropriate service level agreement can be reached.	n/a
The Aviation Department should continue its practice of developing and reviewing strategic plans annually through the managerial "Goal Post Setting" workshop, airport strategic planning (supported by consultant), and the approved airport improvement plan submitted to the FAA to guide future operations.	No cost if done internally.
A cost of service policy outlining goals and targets for self-sufficiency should be developed and adopted by the City Council to provide guidance in establishment of fees and user charges by Aviation Management that are in accordance with the Council approval of the 5 year Airline Agreement that establishes rates and charges to each airline cost center and cost recovery target.	n/c
Continued pursuit of new technologies such as automated pay stations and space locators for parking operations that will reduce man hours, promote passenger satisfaction, increase sustainability efforts, and reduce operating costs.	Unknown
4. CITY CLERK	
The City Clerk's Office is appropriately located within the overall City organizational structure.	n/a
The transfer of responsibility to the City Clerk's Office for the handling of the Administrative Hearing Officer functions is appropriate and should remain.	n/a
Longer-term, the responsibility for accepting official responses to RFX documents (proposals, and qualifications) should be transferred to the Purchasing Division of Finance and Administrative Services.	n/a
The City Clerk should develop a plan, in conjunction with the Legal Department and operating Departments, to update all City Codes to remove references to functions of the City Clerk's Office (such as responsibility for abandoned vehicle tickets, grievance filing, etc.) that are no longer provided by the Office.	n/a

Recommendations	Cost / (Savings)
5. CULTURAL SERVICES	
Encourage the creation of a foundation to support flexible, not restricted, external support to the Cultural Services Department.	Unknown revenue available through the creation of a general foundation
Initiate an internal master planning process to, in part, develop cost recovery goals and increasing the revenue generated by the programs and services offered.	Depends on the results of the cost recovery targets developed
The City should establish a mechanism – either an enterprise fund or other special fund, in which there is recognition for meeting revenue targets and incentives built in for exceeding established targets.	Depends on the results of the cost recovery targets developed
Create a technology fund within the Department which replaces technology according to appropriate replacement cycles and funded according to the schedule and need. Evaluate whether grants or foundation support could be utilized for this.	Accelerated replacement of technology in the Department
The Cultural Services Department should evaluate the consolidation of general maintenance under the Municipal Development Department or contracting for some (e.g., custodial) or all general maintenance services in the facilities it operates.	Depends on which services are consolidated or outsourced
<p>Where possible, cross train staff dedicated in whole or in part to educational activities. This recommendation has no cost implications.</p> <p>If the City cannot modify its policy on temporary part-time positions, convert Biopark educational positions who are temporary part-time to permanent part-time in order to avoid the cycle of hiring, laying off and rehiring with a view to eventual termination. This action could increase costs modestly if fringe benefits would need to be paid to new permanent part-time positions.</p>	Additional fringe benefit costs

Recommendations	Cost / (Savings)
Take steps to encourage and even require art in private places through outreach, policy or ordinance and support.	None, additional revenue from private sources or additional art in public places
The Albuquerque / Bernalillo County Public Library system should evaluate the need for all 17 branch libraries based on size and circulation as well as distance from other library resources and capital replacement needs.	Depends on the results of the master planning process
6. ECONOMIC DEVELOPMENT	
The ACVB and SMG should develop a joint marketing plan for the convention center that properly links the two organizations' joint efforts and the associated community ROI. The co-authored marketing plan should include a corresponding budget and detail on the full range of marketing disciplines to be utilized, including advertising, public relations, print and digital collateral development, promotional activities, sales trips, familiarization tours, and trade show attendance, etc.	\$0
The contract operator of the convention center should manage parking for the convention center.	\$0
The City should prepare a master plan for the Convention Center.	\$0
The Economic Development Department should develop an economic development strategic plan.	\$0
The Redevelopment Section should be reallocated to the Economic Development Department.	\$0
7. ENVIRONMENTAL HEALTH	
The Department should reorganize into two major divisions each reporting to a division manager / deputy director.	n/c
The City should explore the establishment of the Environmental Health Department as an independent authority that provides services on a more regional basis and under a shared services approach.	n/c

Recommendations	Cost / (Savings)
Even if the City does not pursue establishment of the Environmental Health Department as an independent authority, it should seek to expand the level of contracted and shared services provided on a regional basis with and for the County and other local jurisdictions in the region.	n/c Potential to reduce total costs of service provision.
The AR system developed and implemented by Environmental Health should be reviewed for suitability for other Departments who have similar AR needs.	n/c
The Department should develop, in conjunction with HR, a succession planning document to address future staffing needs.	n/c
8. FAMILY AND COMMUNITY SERVICES	
Greater coordination of effort needed with Planning Department especially as it relates to the allocation and spending of community service funds and achieving community development goals related to housing development and CDBG programs.	n/c
There should be a greater level of coordination, if not consolidation, of the housing functions within Family and Community Services and the redevelopment function in the Housing Authority.	n/c
Consideration should be given to consolidating the maintenance unit in Family and Community Services into the Municipal Development organization, similar to what is being proposed for other Departments, to provide a consistency in facility asset maintenance and standardized service delivery needs.	n/c
Opportunities exist to more closely coordinate recreation programming and community center services / programs with those in Senior Affairs and Parks & Recreation.	n/c
With these reallocation of functions and responsibilities, the Department would have a greater focus on the core services of the Department and further enhance the one-stop shop approach to providing services to residents.	n/a
Given the number of contracts approved on an annual basis, and the tight contractual requirements (especially timelines) imposed on spending and utilizing funds, this is a very critical issue, the Department needs to work with Purchasing and Legal to develop pre-authorized social service and sub-grant contract language that can be used by Departmental staff.	n/c

Recommendations	Cost / (Savings)
A centralized approach to facility maintenance and custodial service should be employed across all City departments to standardize maintenance approaches, implement maintenance and custodial standards, and leverage technical trade specific expertise not available within the Family and Community Services Department.	n/c
The Department should work with the Human Resources department to achieve an understanding of when specific types of position can be employed, and to evaluate whether the City's self-imposed limitation of 2-years as a temporary employee is appropriate for classifications that principally provide part-time programming services.	n/c
9. FINANCIAL AND ADMINISTRATIVE SERVICES	
9.A. ACCOUNTING	
The Accounting Division should remain a core division of the Finance and Administrative Services Department.	n/a
The City should maintain the existing staffing allocations until the recommended operational changes and technology improvements are put into place. At that point in time, a review of staffing allocations should be conducted based upon improvements achieved.	n/a
Accounting staff must work with ERP staff to develop a concise, realistic, and appropriately prioritized plan for implementing the financial modules not currently functional.	n/a
Key priorities within this plan must include implementation of timely financial reporting (to eliminate need for shadow accounting systems in departments), monthly and annual financial reporting and reconciliation features, and improvements within the Payroll integration within the ERP.	n/a
A secondary priority should be the implementation of electronic routing and approval of financial documents to eliminate need for circulating invoices for approval. This change will enable the City to pay more timely and save money through available discounts for quick payment.	Unknown
Grants staff should develop a grants administration manual and provide training to staff within the Departments who have daily responsibility for grants administration.	n/a
Internal staffing allocations within Finance must be adjusted to enable staff to complete closing of months in a more timely manner (no more than 30 days after end of month initially) and completion of account reconciliations.	n/a

Recommendations	Cost / (Savings)
Completion of the CAFR within prescribed time period must be high priority for staff.	n/a
The City should complete the update of the indirect cost allocation plan that was in progress to provide a defensible and updated basis for charge-backs to departments.	n/a
9.B. OFFICE OF MANAGEMENT AND BUDGET	
The City should maintain OMB as a division of Finance and Administrative Services.	n/a
In the future, if the City desires to place a greater emphasis on performance measurement, reporting and service evaluation, an additional Executive Budget Analyst position should be authorized.	\$95,000
With the implementation of position control in the HRIS system, the primary responsibility for position control and compliance with the adopted budgetary position allocations should fall within Human Resources not OMB.	n/a
Oversight of the development of both the operating and capital budgets should be placed in OMB to enable the development of greater linkages between these two budgets.	n/a
OMB should be the lead entity to support any effort to enhance or improve the performance measurement program.	Cost addressed in prior recommendation
9.C. PURCHASING	
The Purchasing Division is appropriately located as a division of Finance and Administrative Services.	n/a
The City should add a Process Improvement Analyst position be authorized for a one-year period at a cost of \$70,000 to assist the Materials Management Manager in making short-term operational and technological improvements.	\$70,000
The Division should conduct an annual spend analysis to identify opportunities to implement new master contracts for commonly procured commodities and services.	n/a
The Division should implement a formal audit program for p-card transactions.	n/a

Recommendations	Cost / (Savings)
The Division must develop a plan with ERP to implement a purchasing module integrated with the City's financial system with the goal of automating the purchasing requisition and purchase order entry and approval process. These should occur electronically. Implementation of on-line receipting and electronic payments should be a secondary priority.	Unk.
The City should centralize the handling of disposal of surplus vehicles and equipment including those disposed of by other Departments (i.e., Albuquerque Police).	n/a
A set of key performance measures for the procurement function should be adopted with quarterly reporting of performance against these targets.	n/a
A staff development program should be developed to increase skills of purchasing staff.	n/a
A comprehensive "How To Do Business with ABQ" guide should be developed and provided to potential vendors on the City's website to assist them in submitting responsive proposals and bids and reduce the number of vendor contacts to professional purchasing staff for routine questions.	n/a
A vendor evaluation system should be developed and put into place to track vendor performance. Procurement staff should provide training and guidance to departmental staff on how to effectively evaluate and deal with problematic vendors.	n/a
Purchasing staff should expand the implementation of standard contract terms and conditions for use by all departments. Additionally, contract templates should be developed and approved by legal to streamline the contract development process in areas where they do not currently exist. Training of the availability of these contracts should be conducted at least annually (or included within the quarterly PLUG committees) to ensure other operating departments are aware of and utilize these documents.	n/a
9.D. TREASURY	
The Treasury Department should remain as a Division of the Finance and Administrative Services Department.	n/a
The internal organizational structure and staffing allocations are appropriate based upon allocated duties.	n/a
The City should expand the use of credit cards as the preferred payment method, at department locations and Treasury locations, and implement an administrative / convenience fee for credit card payments.	n/c

Recommendations	Cost / (Savings)
The Division should strengthen and increase its existing training program to Department Staff throughout the organization responsible for accepting and reconciling payments.	n/c
The Division should develop and implement a more robust auditing program for remote sites accepting payments on their behalf. Petty cash and change boxes should be audited at least annually and upon change in custodian.	n/a
The City should make a policy decision of increasing the use of e-payables to streamline payments made by the City, recognizing this will have an impact on the size of the credit card rebate received from the use of the City credit card as a payment mechanism.	n/c
The Treasury Division should develop a plan to implement check readers within the Treasury Division and in high volume payment centers (in the Departments) to reduce the number of NSF checks.	n/a
9.E. RISK MANAGEMENT	
The Risk Management Division should remain within the Finance and Administrative Services Department for the near-term.	n/a
A longer-term goal of the City should be to transfer responsibility for select Risk Management functions (such as wellness and health center programs) to the Human Resources Department.	n/a
Safety Programs should be expanded in the short-term to cover all employees. Base safety classes should be provided to all employees. The Safety program responsibility should be more greatly centralized within Risk Management.	n/a
The City should issue an RFP to test the market for outsourcing worker's compensation review and processing of medical payments.	Unknown. Should be implemented only if cost savings identified.
A more coordinated and proactive ADA compliance program should be developed.	n/a
9.F. REAL PROPERTY DIVISION	
The City of Albuquerque should place the Real Property Division within the Municipal Development Department.	n/a

Recommendations	Cost / (Savings)
The Division should work with the Legal Department to acquire additional legal resources to support their work efforts.	Unknown
Staff should continue their efforts to identify all real property and leases under the City's control and finalize the master inventory. This should be a high priority in order to make other operational changes.	n/c
The Division should work with Municipal Development to successfully implement an asset management software solution that can handle not only details regarding asset management but only also lease details.	n/a - YARDI acquisition in process
The Division should work with Human Resources to develop a succession planning program for the Division due to the high percentage of employees eligible to retire within the next several years.	n/a
Following acquisition and implementation of the software solution, the Division should place a high priority on conducting a comprehensive review of all properties under control to reduce the number of surplus and underutilized properties controlled by the City.	n/a
9.G. FLEET MANAGEMENT DIVISION	
Develop and issue a citywide policy and procedure that established the authority and responsibility of the Fleet Manager in DFAS for management of the City's fleet (excluding enterprise funds).	n/a
Develop and issue a citywide policy and procedure that establishes guidelines for control of fleet size and the utilization of the City's vehicle and equipment fleet.	n/a
The management of DFAS, specifically the Fleet Manager, should develop a long-term replacement plan for the City's fleet, including replacement costs. The plan should utilize appropriate and realistic replacement metrics that consider both years and life-to-date usage (hours or miles). This plan should be coordinated with the DFAS effort to reduce the City's fleet.	n/a

Recommendations	Cost / (Savings)
<p>The management of DFAS, specifically the Fleet Manager, should develop a formal vehicle replacement policy that uses a point system to identify the vehicles that should be replaced. The point system considers and assigns points for:</p> <ul style="list-style-type: none"> – The age of the vehicle; – The miles or hours of the vehicle, life-to-date; – The reliability of the vehicle; – The maintenance and repair costs of the vehicle life-to-date versus the class, excluding accident damage; and – The condition of the vehicle. 	n/a
<p>The responsibility for management of the fleets assigned to the Aviation Department and the Fire Department should be assigned to the DFAS Fleet Management Division. Satellite shops should continue to be operated at the Fire Department and the Aviation Department, but the supervisors for both shops should report to the DFAS Fleet Manager. The revenues and expenditures for both shops should be budgeted in the DFAS Fleet Management Division, and operating costs charged to the Fire Department and the Aviation Department.</p>	TBD
<p>The Fleet Management Division should outsource its parts rooms.</p>	TBD (15%-20% cost savings)
<p>The Fleet Management Division should outsource specialty repairs (e.g., radiators, tires, transmissions, body repair and painting, etc.), and services during peak workload periods.</p>	TBD
9.H. CITIZEN SERVICES – 311	
<p>Consider moving away from web and share point resources toward a centralized knowledge base solution. This solution should be accessed via key word searches.</p>	Depends on scope of implementation
<p>Providers of information into the knowledge base should be held responsible for maintaining the information and ensuring the data is accurate and timely.</p>	Requires city departments to provide accurate, current and relevant information to 311
<p>Analysis of types of calls received will provide insight into potential solutions.</p>	Increased effectiveness and resulting efficiency

Recommendations	Cost / (Savings)
Consider the use of UPS systems and backup phone systems.	Increased effectiveness and resulting efficiency
Data collected by the Citizen Service should be used a strategic resource by City management.	Depends on scope of implementation
Look for other opportunities for deploying 311 information to citizens.	Depends on scope of implementation
9.I. INFORMATION TECHNOLOGY	
Develop and publish a City-wide IT strategic plan. (currently being developed).	None
Utilize the existing technology steering committees to oversee strategy and policy decisions.	None
Base IT strategy plan on the City's and Department's goals.	None - Dependent on strategic goals of departments and city.
Position the IT Director as full participant in the executive management team.	None
Monitor, update and report (on a regular basis) the status of strategic plan progress.	Reduces cost by ensuring IT is meeting the needs of the city.
The IT Division needs to demonstrate value to the City by meeting or exceeding customer expectations.	Depends on scope of IT service required.
All IT investments need to be managed, evaluated and reported.	May reduce costs through the reduction of redundant applications or services.

Recommendations	Cost / (Savings)
Endeavor to transition the IT Division from a reactive organization to a strategic organization.	Increased effectiveness and resulting efficiency
Implement project management.	May require a \$30K to \$150K investment for a multi-user project management system.
Utilize IT Best practices.	Cost reduction through use of best practices.
Develop and enforce policies and procedures	Cost reduction through standardization.
Implement an IT asset tracking system.	An automated asset inventory system may run \$50K to \$250K depending on features included. ROI could be < 1 year.
Develop an IT specific performance measurement process.	Understanding department performance allows focused investments. This will result in cost saving.

Recommendations	Cost / (Savings)
10. FIRE DEPARTMENT	
The agency has excellent overall response times and capabilities. Senior fire officials should establish time bound performance expectations for personnel for dispatch, turnout and travel times to high priority fire and EMS calls.	None
AFD should begin tracking dispatch, turnout and travel time performance to high priority fire and EMS calls as part of their CQI process.	None
AFD senior fire officials should review their current first alarm assignments to determine if the response is appropriate or if resources are being over committed during initial response.	None
AFD senior fire officials should evaluate the decision to staff all rescue units with two (2) paramedics at all times. Staffing the driver position with a non-paramedic driver would save the City considerable base salary costs and reduce the number of personnel requiring paramedic level continuing education.	(\$290,472) Base annual salary savings
The agency should continue to move forward with the professional development program started two years ago and require certifications and course completion prior to members being eligible for promotional opportunities.	None
The agency should evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate per student cost for attending classes at the AFD training academy. The agency is now charging for outside attendance in the current paramedic class.	Cost Recovery
The current practice of staffing fire dispatch with sworn driver positions should end. The PD and FD dispatcher centers should be integrated as one dispatch center with civilians properly trained to handle the fire and EMS dispatch functions.	(\$225,480) Base annual salary savings. Total savings could exceed \$500,000 when fringe benefit costs, reduced overtime and specialty pay are considered.
The Deputy Chief of Emergency Response should be appointed as the liaison with the consolidated dispatch center.	None

Recommendations	Cost / (Savings)
The current practice of sharing management responsibilities of the training programs between two Deputy Chiefs should end. The responsibility for the management of the training function should be assigned to the Human Resources Deputy Chief.	None
11. HUMAN RESOURCES	
Human Resources should be restructured with a single Deputy Director position. The second deputy director position should be reclassified to a division manager position.	(\$20,000) Savings over time
The provision of core Human Resources services (such as recruiting, screening, selection) should be centralized within the Human Resources Department by transferring Personnel Officer and Senior Personnel Officer positions to Human Resources. These positions should continue to be allocated to support individual departments.	Unknown.
Responsibility for Human Rights complaints and cases should be transferred to the Legal Department.	n/c
HR should develop guidelines for implementation of Deputy and Assistant Director positions (and other key managerial positions) to ensure a consistent approach across the organization.	n/c
The City should undertake a classification and compensation study to address internal and external equity issues. A key goal of this effort should be to reduce the number of unique classifications that must be maintained.	Est. \$150,000
Performance targets should be implemented for key HR functions (recruitment, selection, on-boarding) results in unmet expectations from operating departments. The adoption of performance targets will enable staff to measure internal performance and monitor trends over time.	n/c
Greater consistency in LR support / advice is needed. The level of staffing allocated to labor relations' support to operating departments must be increased. Periodic training sessions should be implemented to ensure all managers and supervisors understand the personnel rules and collective bargaining agreements.	n/c
The Human Resources Department should streamline the grievance and appeal process. Currently employees have a choice of venue that prevents a consistent approach in handling employment disputes. Employees should not have an option of which appeal board to utilize.	n/c

Recommendations	Cost / (Savings)
Enhanced training must be provided to departmental staff responsible for the entry of payroll changes and position changed. There are internal control issues that have been identified where some temporary upgrades and pay can be approved without HR approval or knowledge.	n/c
Following centralization of the Human Resources staff into HR, the Department should be responsible for conducting all initial screening of applications to determine whether applicants meet minimum qualifications.	n/c
The Human Resources Department should take lead responsibility for developing, in conjunction with other Departments, an employee performance evaluation system that provides for annual evaluation, development of goals and objectives, and training plans for all employees within the organization. Longer-term, these evaluations should be linked to annual pay increases.	n/c
The Human Resources staff should make it as a highest priority the development of a realistic plan, in conjunction with IT, for implementation of the available ERP modules and options that will enable further automation of key HR programs and services.	Unknown
If key features are not available within the ERP and alternatives must be sought, a high priority should be placed on a system that can fully integrate with the ERP system.	Unknown
12. LEGAL DEPARTMENT	
The Legal Department is appropriately allocated within the overall organizational structure of the City.	n/a
The Department should implement an Office Manager position to oversee overall Department operations and provide direct administrative services to the City Attorney. These are currently placed on the Fiscal Officer who has a workload in excess of what can reasonably be expected of a single position.	\$65,000
The City Safe Strike Task Force administration should be transferred to Code Enforcement for overall program administration.	n/c
The City Attorney should develop case workload and "billability" targets for attorneys and paralegals to enable evaluation of workloads across all legal units / staff. Quarterly and annual performance reports should be developed	n/a

Recommendations	Cost / (Savings)
13. MUNICIPAL DEVELOPMENT	
Given the multiple services performed by DMD and their order of magnitude, a comprehensive review of services is not possible. Nevertheless, the provided best-in-class performance check- lists can prove extremely valuable for staff to conduct an internal performance review initiative. In the mid-term, address the 300+ item performance evaluation check-list to determine the Department of Municipal Development's stance compared to best-in-class standards.	None
Re-evaluate the practice of support service positions (e.g., IT specialists, finance specialists, payroll, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.	Depends on scope of implementation
Consider centralization of all facility maintenance functions, security functions, and planning and design functions in one department (e.g. Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.	(Unknown)
The City has further opportunity to utilize contracting services and should embrace a “managed competition” concept. Where practical, the City should explore contract service opportunities for functions that are regularly contracted by municipalities. This include coinage (meter) collection and counting, security, janitorial, etc.	(Unknown)
14. PARKS AND RECREATION	
In order to facilitate critical staffing levels and other expenditure decisions, formal service level expectations should be developed and/or approved by policy-makers, whether the Mayor, City Council directly, or advising Boards. These service levels would include such metrics as “Level A, B or C” Park Maintenance; etc.	n/c
Specific performance objectives, to be included in the City's Budget, should be included based on these service level expectations.	n/c
Implement a Computerized Maintenance Management System in the Parks and Recreation Department. An enterprise-wide system impacting all maintenance departments would be ideal.	\$100,000+

Recommendations	Cost / (Savings)
Upon development of formal maintenance standards, develop staffing requirements based on national and regional standards as well as metrics provided in this report. Commitments to fund the acquisition of new parks should be tied to operating and staffing requirements.	Unknown – depends on scope of implementation
Develop master plans for the highest and best use of regional parks.	n/c
Extend 24 month maximum service year limitation for temporary hires to an indefinite time period.	n/c
Overall recreation cost recovery goals should be increased to 50% (long term, as practical). Program offerings should be continually analyzed to ensure that cost recovery goals are realized.	Unknown – depends on scope of implementation
Upon economic recovery, the City should consider expanding and diversifying its recreation program offerings and adjust staffing levels accordingly.	Unknown – depends on scope of implementation
Engage in a comprehensive fee for service study in P&R (and all departments) and implement results.	\$75,000
Consider centralization of all facility maintenance functions in one department (e.g., Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.	Unknown
15. PLANNING	
AGIS	
The staff in the divisions / departments for whom AGIS is providing these maps should be provided training in the development of maps using GIS. AGIS should reduce the dependency on AGIS staff to develop these maps by increasing the GIS skills in these divisions / departments.	\$25,000
Kiva and GIS should be integrated to leverage the City's investment in both platforms.	\$0

Recommendations	Cost / (Savings)
Permit Center	
The City should establish a “one stop” permit center that co-locates all of the critical participants in one location including Building and Safety, Planning, Development Review Services, and Fire.	\$0
The Building and Safety Division should provide a express permit / over-the-counter plan check service that does not require an additional payment for that service for simpler building permits and that extends beyond single trade permits (e.g., single family remodels, tenant improvements less than 5,000 SF, etc.) that do not involve structural changes or restaurants. This will result in a loss of revenue for FasTrax (\$515,000) but also the elimination of contract / temporary staff for providing these services (\$170,000)	(\$345,000)
Single trade permits should not be plan checked by the Inspection Supervisors. Single trade permits should be plan checked over-the-counter by ICC-certified Building Technicians located in the One-Stop Permit Center.	\$0
The Building and Safety Division should issue single-trade permits (mechanical, electrical, plumbing) over the Internet using KIVA. The Permit Center should issue not less than 15% to 20% of building permits on-line using the Internet and the automated building permit information system. This is not an <u>immediate</u> cost savings issue; this is a better customer service issue. When implemented, it would enable more timely plan check service for those permits that do require a full plan check. When implemented, it would enable a reduction of counter technician positions.	\$0
These four (4) zoning enforcement officers should continue to be assigned to the Building Services Center, but should be reclassified as Permit Technicians, and be incorporated into the One-Stop Permit Center organization.	\$0
Building and Safety	
The Division should convert to combination inspectors for residential and commercial inspections.	(\$145,000)
With the acquisition of an Interactive Voice Response system that is integrated with KIVA and mobile and mobile data devices for building inspectors, the four (4) Planning Assistant (clerical) positions that are provided for each of the Chief Inspectors should be eliminated.	(\$185,000) and \$124,000 one-time capital outlay
The Building and Safety Division should develop building permit plan check cycle time objectives.	\$0

Recommendations	Cost / (Savings)
The number of divisions / departments currently involved in plan checking simple permit plans e.g., tenant improvements, single family additions, etc. should be reduced. Simple permit plans should be plan checked by the Building and Safety Division itself, and not other divisions / departments.	\$0
Building permit plan checking should be accomplished using a parallel or concurrent process?	\$0
The Building and Safety Division utilize a case manager process to manage building permit plan checking. These are NOT new positions; this involves the assignment of project management responsibilities to existing positions, and represents a prevailing practice.	\$0
Urban Design and Development	
The general plan should be comprehensively updated. The zoning ordinance should be updated.	\$0
The number of sector (specific) plans should be reduced, and those sector (specific) plans that are older than 10 years should be updated.	\$0
The One-Stop Permit Center should provide intake of land entitlement permits.	\$0
The Urban Design and Development Division develop land entitlement permit plan check cycle time objectives.	\$0
Development Review Services	
Minor permits should be approved at the staff-level, and not require the approval of the Development Review Board.	\$0
Development Review Services should have access to and utilize KIVA.	\$5,000
The Development Review Services Division should develop engineering plan check cycle time objectives.	\$0
The four (4) planning staff in Development Review Services that process land entitlement permits should be reassigned to the Urban Design and Development Division.	\$0
Streets longer than 750" should not require City Council approval to enter into a subdivision agreement.	\$0

Recommendations	Cost / (Savings)
Code Compliance	
Code enforcement staff should be organized geographically with code enforcement officers assigned to specific “beats” and responsible for both zoning and housing enforcement within that beat.	\$0
There is insufficient workload to warrant the Research Specialist position in the Code Enforcement Division. The position should be eliminated.	(\$70,000)
Code Enforcement should have the ability for administrative enforcement of cases	\$0
Code Enforcement should have the ability to assist low and moderate income property owners correct code violations by providing CDBG funds in the form of grants or low interest loans.	\$0
The number of managers and supervisors in the Code Enforcement Division should be reduced.	(\$174,000)
Planning Department	
<p>The City should replace KIVA.</p> <p>However, before the City proceeds any further, it should first conduct a business case analysis and feasibility study of the replacement of KIVA, including developing one-time and ongoing cost estimates that are based upon reality. Staff or consultants familiar with the replacement of these systems should conduct this study.</p> <p>Before the City proceeds any further, the Office of the Mayor should develop a written policy and procedure that states that any automated permitting information system that replaces KIVA shall be full utilized by all divisions / departments involved in the permitting process.</p>	\$75,000
16. POLICE DEPARTMENT	
Proactive available time varies greatly over the course of the day. While the overall deployment strategy appears appropriate, there should be an increase in the number of patrol officers assigned to the Day shift and a decrease on Grave shift.	None

Recommendations	Cost / (Savings)
The City of Albuquerque should adopt expected service levels based on proactive available time of patrol personnel. The project team recommends 45%, which can be achieved with the current staffing of 454 patrol officers.	None
Dispatch center staffing should be increased by three personnel to adequately handle the workload on call-takers, NCIC and dispatchers.	Cost of \$162,000, including salaries and benefits.
APD should conduct an audit of active caseloads in the Investigative Bureau related to detective assigned to persons and property crimes to ensure staff are appropriately utilized.	Base annual salary savings or re-deployment
The compensation ranges between call-takers and dispatchers is tight at .32 per hour providing little financial incentive for employees to move to the dispatch position. The City should conduct job audits to determine if the current pay schedules are appropriate for the assignments.	TBD
The agency should evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate per student cost for attending classes at the APD training academy. It should be noted that APD is a satellite academy and must follow state protocols for fees and charges for State mandated training.	Cost Recovery
The Internal Affairs Unit has several methods for collecting and storing information. The Early Intervention System does not provide proactive notifications and all processes are extremely paper intensive. The agency should consider purchasing a commercially available Internal Affairs Management software package to improve the efficiency of the Unit.	\$35,000 + \$4,000 annual maintenance
The current staffing in payroll is unable to timely enter payroll documents due to a manual system. The City should fully implement the ERP or consider adding 2 additional timekeeper to ensure timely and accurate payroll entry in the PD.	\$55,910 in added base salary if ERP implementation is delayed
Eliminate the IT manager and lieutenant positions and relocate the oversight and management of IT services to the City IT Department. Civilianize the sworn positions in the IT department. Establish service level objectives between the City IT department and the police and fire departments for the timeliness of responding to service requests. The service level objectives should include provisions for the number of IT personnel directly assigned to support the Police Department technology needs and provide adequate supervision to those employees.	(\$236,537)

Recommendations	Cost / (Savings)
The APD should work with the Bernalillo County to develop a regional approach for Air Support for the County and City.	TBD
The span of control of the Chief of Police is high at 14 direct reports. The APD should create an Administrative Services Bureau lead by a Deputy Chief to oversee Fiscal, Personnel, Planning, Public Information, Smart Policing, and Communications.	\$88,400
17. SENIOR AFFAIRS	
The responsibility for facility maintenance and custodial maintenance of Senior Affairs Centers and facilities should be centralized under Municipal Development. As discussed elsewhere, consideration should be given to the appropriate mix of in-house versus contracted services.	Unknown
The responsibility for exterior landscaping work at all Senior Affairs facilities should be allocated to Parks & Recreation. A service level agreement should be put into place outlining service areas, service levels, and maintenance frequencies. As with facility upkeep, consideration should be given to the appropriate mix of in-house versus contracted services.	Unknown
The current organizational structure of the Senior Affairs Department is appropriate and spans of control of top managerial positions are appropriate given the technical requirements of the functions reporting to them.	n/a
Financial processes and systems should be enhanced to provide more timely reporting of budget performance, and account status.	n/a
Maintenance responsibilities implemented inconsistently between department and municipal development (structure related) and between department and Parks & Recreation (grounds). Centralization and/or additional outsourcing of these functions should be pursued.	Unknown
The Department should work with Finance and Administrative Services to develop a more effective approach to managing fixed assets.	n/a

Recommendations	Cost / (Savings)
If centralization of recreational programming is implemented, a dedicated position for marketing of programs should be established. If centralization does not occur, the Senior Affairs Department should seek to share a position with Family and Community Services and/or Parks and Recreation.	Will depend upon approach taken. Senior Affairs share would fall in range of \$25,000 to \$30,000
The Department should develop a cost-recovery policy for consideration and adoption by the City Council and then establish fees at a level sufficient to meet the adopted cost recovery target. While many programs dedicated to seniors are not designed to be self-sufficient or 100% cost neutral, absent an adopted cost-recovery target there is no objective manner to set these fees.	n/c
Department should undertake a meal site evaluation study to determine which facilities are underutilized, and close those centers. Additional centers should only be opened based upon an identified and quantified need.	n/c
The Department should enter into discussions with the Transit Department to determine if cost-effective opportunities exist to provide Seniors access to existing transit services, versus having the Department develop transportation programs that potentially duplicate existing services and routes.	n/c
18. SOLID WASTE	
Fund and replace 90%+ of Solid Waste heavy vehicle assets consistent with useful life parameters with a goal of meeting the replacement targets in five (5) years.	Cost depends on magnitude of vehicle replacement program
Fill the Solid Waste Associate Director position. Consider filling all vacant deputy/associate/assistant positions city-wide. Create one consolidated Assistant Director job classification that is civil service as opposed to appointed, to ensure operational succession continuity between different appointed Directors.	\$110,000
Re-evaluate the practice of support service positions (e.g., buyers, IT specialists, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.	Unknown

Recommendations	Cost / (Savings)
Develop a comprehensive city-wide Information Technology Strategic Plan that includes the philosophy of IT deployment continuity among all departments unless specific and unique business needs are tantamount. This includes such deployments as time-keeping systems, maintenance management systems, project management systems, etc.	n/c
19. TRANSIT	
Engage in frequent policy discussion with respect to farebox recovery rates, alternative fare recovery programs, etc., to ensure fiscal health; target a 28%+ farebox recovery rate as an achievable goal.	General Fund Savings are directly linked to farebox recovery benchmarks
Conduct annual work sessions with impacted stakeholders to discuss strategic transportation planning around auto traffic, transit, bikes, pedestrians, and trail users.	n/c
Consider centralization of all facility maintenance, fleet services, and security services within single divisions and/or departments within the City.	(Unknown)

1. CROSS ORGANIZATIONAL ISSUES

This chapter of our report provides the project team's observations, findings, and recommendations related to the organizational design of the City of Albuquerque, including issues associated with allocation of functions in departments, gaps in and duplication of service delivery, as well as span of control issues. Some of these issues relate to cost control, and some to efficiency. We have placed this chapter first within the report because of the magnitude of the opportunity presented to the City to better organize itself.

1. IN EVALUATING THE PLAN OF ORGANIZATION AND MANAGEMENT SYSTEMS A NUMBER OF PRINCIPLES SHOULD BE CONSIDERED.

In evaluating the plan of organization and the management systems of the City of Albuquerque, the Matrix Consulting Group utilized a number of principles for organizational structure. These principles are presented in the paragraphs below:

- **Organizational structure must be designed to facilitate the objectives of the City.** Organizations must be willing to adapt to new situations, realities and priorities within a community. The organizational structure must reflect the public policy goals and objectives of a community for it to remain vital.
- **Organizational structure should facilitate decision-making, planning and management of operations and activities.** This impacts the organizational structure and the management / supervisory staffing assigned within a structure. Critical functions within an organization should be placed where those responsible can access key decision makers without having to work through multiple layers of an oversight organization. Similarly, less vital functions can be safely placed more deeply within an organizational structure. Additionally, organizational structures should enable the sharing of "internal support" services, where feasible, to maximize staff utilization,

enable staff to specialize in the functions performed, and enable the overall department / agency to focus on its core businesses.

- **Organizational structures should focus attention on management or public policy priorities.** Key issues or initiatives should be given organizational prominence. This may be temporary (of a new service area) or long-term (public safety). Key services provided by the city must be reflected in the organizational structure with no “gaps” or “overlaps” in service delivery.
- **Span of control must be appropriate given complexity of function and the management systems in place to monitor performance.** Some functions require lower ratios of staff to supervisors either due to the complexity or level of workload or operational practices that require higher levels of oversight. Other functions, more decentralized or more routine in nature, are open to higher ratios of staff to supervisors.
- **Responsibility for performing a function should be placed as low in the organization as it can be while retaining effectiveness and efficiency.** Many recent trends in organizations have focused on the objective of “pushing decision making down” to line staff. Reducing the need to refer to managers also reduces the need for those same management positions.
- **Organizational structure and management systems should not be unnecessarily complex.** Organizational structures and management systems should be based on common sense and should also be easily understood both internally and externally.
- **Roles and responsibilities of managers and supervisors should be clearly defined.** This is particularly important when there are multiple layers of supervision in an organizational structure. What makes one level of supervision different from the others above and below it? Is there a clear rationale for adding or maintaining an additional level of management or supervision?
- **An organization must be designed to maximize efficiency of programs and of its own staffing.** An organizational structure is the reflection of the priorities of the community in many ways. This includes the efficiency with which the operations of the community are run.

The next section describes the principles utilized in translation of these important issues into addressing organizational issues identified in Albuquerque.

2. SUMMARY OF THE CRITERIA UTILIZED IN THE ORGANIZATIONAL REVIEW

As described above, there are many criteria against which organizations evaluate their own structure or are evaluated by others. Some organizational criteria are useful to all groups of individuals working toward a common cause or mutually supportive in related causes, some are useful for unique kinds of organizations – for example, the military, only for profit making organizations, only for government, etc. The Matrix Consulting Group does not have a prescriptive package of organizational principles. However, as described above, there are fundamental principles against which to evaluate any organization and these are utilized here with respect to the general organizational structure of the City and its top management staffing. The criteria utilized in this analysis include the following:

- **Functional Grouping to Avoid Fragmentation:** Staff and functions who and which are complementary should be grouped together in the organization. Neither staff nor citizens should have to go to multiple parts of the organization to resolve a single problem.
- **Avoiding Duplication:** Duplication of service should be minimized as much as possible – it is inefficient and not cost effective to have the same function in different parts of an organization and increases the risk of differential service and staff processes.
- **Customer Service:** The customer comes first, even if they are internal customers! Customer service issues need to be minimized in terms of processes and locations. This is especially important for administrative support functions.
- **Management Spans of Control:** While there is no one appropriate span of control for every function and organizational level, overly narrow (such as one-over-ones) and overly broad spans should be avoided. The number of management / supervisory layers should be appropriate to size and complexity.

- **Mandates:** The functions which a large organization such as Albuquerque has within its organizational structure will be different because of the importance and size of the City relative to any other in the State of New Mexico. However, there are services which the City has assumed from the State which may be more appropriate to be at the State level or an independent regional authority.

The City's organizational structure and structure of management staffing were evaluated according to these few and simple organizational principles.

3. SUMMARY OF IDENTIFIED ISSUES

The table, below, reflects the principle organizational issues in the City of Albuquerque. They reflect a wide variety of issues in terms of the organizational criteria described above. Most of these issues are multi-criteria ones, increasing their importance to the City, its staff and the citizens with whom they interact and provide services. The table summarizes these issues and notes which organizational criteria they were evaluated against. It should be mentioned here that other organizational issues were evaluated in this project but many are at the Department level and are dealt with in subsequent chapters of the report.

Cross Organizational Issue	Grouping of Functions	Duplication of Service	Customer Service	Spans of Control	Mandated?
The existence of two police forces – the Police Department and the Airport Police.	√	√		√	
The existence of three dispatch units – Police Department, Fire Department and Airport.	√	√			
The decentralization of CIP management to Cultural Services (Library and BioPark).	√	√	√		

Cross Organizational Issue	Grouping of Functions	Duplication of Service	Customer Service	Spans of Control	Mandated?
Whether the City should be responsible for environmental quality and health.					√
The organization of 'community development functions in the City (including F&CS, Traffic in Muni Dev and Legal).	√				
The centralization of administrative services functions in the City (including human resources, IT and finance).	√	√	√		
The centralization of maintenance functions in the City (including both trades and custodial maintenance).	√	√	√		
How recreational services should be provided in the City (including F&CS and Parks & Recreation but also Senior Affairs?).					

Each of these organizational issues is analyzed in the summary matrices which follow this page. For each issue is provided a summary of the current situation, analysis and discussion, followed by recommendations.

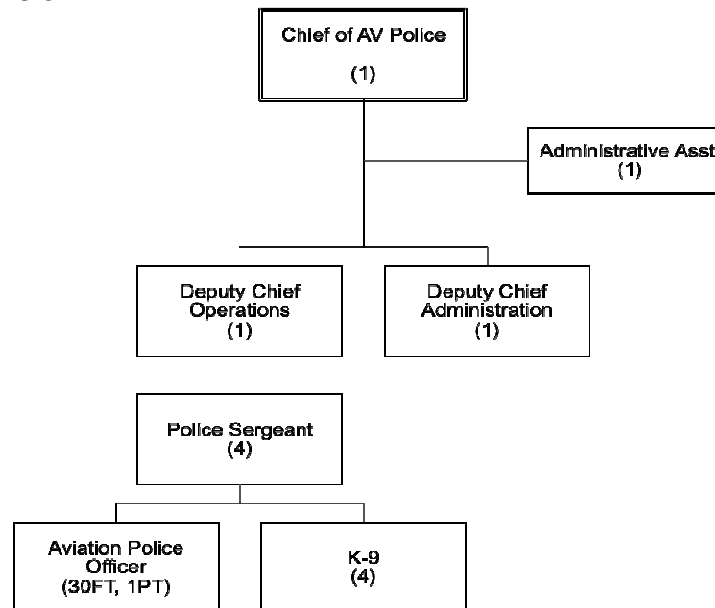
CROSS ORGANIZATIONAL ISSUE

The Existence of Two Police Forces in the City

Issue: Currently, there are two police departments serving the City of Albuquerque – the Albuquerque Police Department with responsibility for general law enforcement to residents and businesses in the City; and the Aviation Police Division at the Albuquerque International Sunport. Is this the most cost efficient and effective approach to providing and coordinating law enforcement services in the City?

Current Situation:

As noted above, there are two separate law enforcement functions in the City of Albuquerque – the City’s Police Department and the Police Division at Sunport (the Albuquerque Airport). The City’s Police Department is described and analyzed elsewhere in this report. However, the Sunport’s Police Division has not. The organization chart, below, summarizes the organization of this Division:



The Sunport Police Department has the following staff positions:

- One Chief of Aviation Police
- Two Deputy Chiefs – one for Operations and one for Administration
- Four (4) Police Sergeants
- Thirty (30) Police Officers (plus one part-time Officer)
- Four (4) K-9 Officers
- In addition, there is one non-sworn administrative assistant position.

The Sunport Police Division is responsible for enforcement of all State laws within the Airport's boundaries, though it has full law enforcement powers which it can exercise anywhere in the State. This division also works with TSA on terminal and airfield security.

The Sunport Police Division and the Albuquerque Police Department work together on drug interdiction, homeland security, crime prevention and security as well as other law enforcement issues. The Albuquerque Police Department will also be responsible for the follow up of certain major crimes which occur on airport property.

Analysis and Discussion:

There are two models for the organization of law enforcement services at an airport – merger with the municipal or County law enforcement agency, or the creation of a new entity servicing only the airport. There are advantages and disadvantages of each as shown in the table, below:

Advantages for Aviation Dedicated Police Force	Disadvantages for Aviation Dedicated Police Force
• Control over an important part of the airport security network closest to the security need.	• Impedes the ability to coordinate law enforcement services in a community; independent decisions.
• Costs of Airport Police can be recovered through fees and charges.	• Less cost effective than merged units because of management overhead.
• Can recruit staff who are attracted to the airport operating environment.	• Inability to rotate people from one assignment (e.g., airport) to another.

These are important considerations on both sides of the question – the importance of a kind of ‘local control’ over a critical municipal function; against this, the importance of coordination of the total law enforcement environment in a cost effective manner. The project team believes that the organizational and service advantages of an aviation police department can be met in a consolidated environment. However, the advantages of a consolidation of law enforcement cannot be met in a decentralized environment.

While there is no one model in effect, survey of comparably sized airport organizations show that most are served by the municipalities in which they are located. The table, below, shows the results of the limited survey conducted by the project team:

Airport	Enplanements 2011	Separate or County / City	Airport Police or City / County Police
Albuquerque (ABQ), NM	2,768,435	County	Airport Police
Milwaukee (MKE), WI	4,671,976	County	County Police
Portland (PDX), OR	6,808,486	Separate	Port of Portland Police Authority
Oklahoma City (OKC), OK	1,738,438	City	City Police
Tucson (TUS), AZ	1,779,679	Separate	Tucson Airport Authority Police
Fresno (FAT), CA	615,320	City	City Police

The following conclusions can be drawn from this survey:

- Of the five (5) other airports surveyed, three had law enforcement services provided by the City or County of jurisdiction.
- Of the two remaining ones, Portland was part of an independent Port Authority and Tucson was an independent airport authority.

In other words, of the airports surveyed, all of the City or County airports have police services provided by the City or County law enforcement agencies of that jurisdiction (though it should be noted that Mitchell Field (Milwaukee’s Airport) is considering switching from the County Police to the City Police Department for airport security.

There are considerable cost advantages associated with consolidation of law enforcement services. The following points summarize the conclusions of the project team:

- The command structure of aviation police could be changed from a Chief and two Deputy Chiefs to a Commander only.
- The administrative functions handled by the Aviation Deputy Chief would be handled by the Chief and Support Services in the Albuquerque Police Department. This would eliminate the Aviation Deputy Chief of Administration position.
- The span of control for the Commander of the Aviation Division would be four (4) Sergeants, well within appropriate limits. This would eliminate the Aviation Deputy Chief of Operations position.
- Back up for command and supervision could be provided by Field Operations.

The cost savings associated from the elimination of two Aviation Deputy Chief positions is approximately \$210,000 per year. A Police Commander is compensated at about the same level as the Airport Chief of Police so there would be no cost impact associated with this.

It is also possible for line level cost savings if overtime could be reduced, through transfer on a daily basis of cross trained officers if an airport shift was short individuals for coverage.

And, as noted earlier, this merger would also allow for greater coordination of police services relating to investigations, special enforcement, etc. It would also allow officers and managers to have a lateral assignment opportunity.

There are no comparable opportunities for savings at the dispatch center at the Airport because dispatch is on site to handle a wide variety of other functional areas – airfield services, terminal issues, etc.

Recommendations:

- **Merge law enforcement functions in the City – the City Police Department with the Albuquerque Sunport Police Department. Create an Aviation Division within the Police Department. The cost savings associated with this recommendation is approximately \$170,000 per year. Moreover, significant advantages would accrue relating to coordination of police services in the City and career pathing for line and management staff.**

CROSS ORGANIZATIONAL ISSUE

Community Development Division, Family and Community Services Department

Issue: Should the responsibility for administration of the housing program continue to be part of the Community Development Division, Family and Community Services Department?

Current Situation:

The Community Development Division is a division of the Family and Community Services Department. The Division is authorized nineteen (19) staff. The Division includes a Community Outreach Section, a Planning Section, a Housing Section, a Neighborhood Revitalization Section, and a Performance Improvement Section

A total of six (6) staff are assigned to the Housing Program: one (1) Planner, four (4) Program Specialist II's, and one (1) Administrative Assistant. The responsibilities of these six staff are presented below.

- Administer the Affordable Housing Team - RFP process for Community Housing Development Organization funds; evaluate proposals and award funds.
- Public Facilities / non-profit facility rehab / Construction Project oversight.
- Responsible for Environmental review oversight and Davis Bacon Law compliance.
- Administer 504 units owned by the City and allocated for public housing.
- Serve as contract manager for private management company.
- CIP.
- Community Center rehab oversight.

Analysis and Discussion:

There are several reasons for strengthening the linkages between land use planning and housing. These reasons are described below.

- Most affordable housing is resulting from Low Income Housing Tax Credits and through Inclusionary Zoning regulations. Neither of these approaches to affordable housing production are being employed by the City. The Planning Department, as part of its Advanced Planning work program, need to work with the staff of the

Community Development Division to explore alternative approaches that would encourage and foster the production of affordable housing. This includes the concept of inclusionary zoning.

- Federal funds are diminishing. The core of the national response to housing affordability has been federal funding for public housing, Section 8 vouchers, Community Development Block Grant, Low Income Tax Credits and HOME funds. These funds have been decreasing. This will make an integrated response to affordable housing in Albuquerque much more critical – a response that includes the general plan, sector plans, and zoning laws and regulations.
- The City’s general plan and sector plans and the City zoning laws and regulations convey land use policy for that are relevant to Citywide housing plans. The City’s general plan and sector plans recommendations provide comprehensive guidelines for the use of public and private land for housing and should be referred to by public officials and private individuals when making housing decisions. Public and private land use decisions that promote affordable housing goals are essential to fulfilling a general plan and sector plans vision.
- Code Enforcement is demolishing and boarding up motels and houses serving low-income families. The City is taking needed action to rid neighborhoods of blighting influences it is removing housing serving the lowest income families. However, these actions need to be effectively coordinated with staff responsible for emergency and affordable housing.
- Trailer parks are being converted to subdivisions with potential for displacement of residents. These conversions, taking place through the land entitlement permit process, should not occur in an uncoordinated approach. The staff responsible for processing these land entitlement permits need to closely integrate and coordinate these actions with the staff responsible for emergency and affordable housing.
- Gentrification in downtown neighborhoods is displacing tenants and making communities which have traditionally served low-income residents unaffordable. This is a national trend reflecting national demographics. As noted previously, this should not occur in an uncoordinated approach. The staff responsible for processing these land entitlement permits need to closely integrate and coordinate these actions with the staff responsible for emergency and affordable housing.
- The facilitation of the production of affordable housing should be improved. Non-profit housing developers can encounter problems with regulatory hurdles. The staff of the Current Planning Section, Urban Design and

Development Division should be tasked with working with the staff of the Community Development Division to streamline these hurdles, and providing regulatory incentives for affordable housing.

Given the challenges in developing and sustaining an affordable housing program in any community, it is essential that affordable housing be approached from an integrated with land use planning – advanced planning and current planning. The Community Development Division should be reassigned to the Planning Department, and report to the Planning Director. The staff of the Community Development Division should be physically housed in the Plaza del Sol building.

Recommendations:

- **The Housing Program and the associated staff within the Community Development Division, Family and Community Services Department should be reassigned to the Planning Department, and report to the Associate Planning Director. This should include the following staff: a total of six (6) staff are assigned to the Housing Program: one (1) Planner, four (4) Program Specialist II's, and one (1) Administrative Assistant.**
- **The staff of the Housing Program, Community Development Division should be physically housed in the Plaza del Sol building.**

CROSS ORGANIZATIONAL ISSUE

Decentralization of Facility / Building Maintenance

Issue: Should facility / building maintenance and custodial maintenance be decentralized throughout the City organization or should it be centralized within the Facility and Energy Management Division of the Municipal Development Department?

Current Situation:

The responsibility and staffing for facility maintenance is decentralized though much of the City's organization. This includes the divisions / departments noted below.

- The 110 positions within the Operations Facilities Division, Aviation Department.
- The 7 positions within Administration, Albuquerque Art and History Museum, Cultural Services Department (including maintenance and custodial staff).
- The 2 positions in the Balloon Museum, Albuquerque Art and History Museum, Cultural Services Department (including only maintenance staff).
- The 20 positions in CIP Construction, Albuquerque Biological Park, Cultural Services Department (including only maintenance staff).
- The 35 positions in Construction Maintenance, Albuquerque Biological Park, Cultural Services Department (including only maintenance staff and excluding temporary and contract positions).
- The 17 positions in General Fund Maintenance, Albuquerque Biological Park, Cultural Services Department (including only maintenance staff).
- The 3 positions in the South Broadway Cultural Center (including maintenance and custodial staff).
- The 7 positions in Administration, Maintenance, Information Technology, Albuquerque / Bernalillo County

Libraries (including maintenance and delivery staff).

- The 20 positions in the Maintenance Division, Family and Community Services Department (including maintenance and custodial staff).
- The 4 positions in the Fire Department (including only maintenance staff).
- The 10 full-time positions and 3 part-time positions in the Recreation Division, Senior Affairs Department (including maintenance and custodial staff).
- The 10 positions in the Social Services Division, Senior Affairs Department (including only maintenance staff).
- The 2 custodial positions in the Vehicle Maintenance Division, Solid Waste Department.
- The 17 positions in the Maintenance Division, Transit Department (including maintenance and custodial staff).

Altogether, excluding the Aviation Department, the amount of facility / building maintenance and custodial maintenance positions in departments other than the Municipal Development Department exceeds that in the Municipal Development Department by a factor of five (5). Excluding the Aviation Department, there are a total of 155 positions within these thirteen (13) divisions / departments, compared to 30 positions in the Facilities and Energy Division, Municipal Development Department (excluding parking meter repair and collection, energy and sustainability, and accounting in that division).

Analysis and Discussion:

There are a number of reasons why the responsibility for facility / building maintenance and custodial maintenance should be consolidated within the Facilities and Energy Division, Municipal Development Department. These reasons are presented below.

- **The City does not have a centralized facility manager responsible for the management of the maintenance, repair, and replacement of building assets.** The Facilities Official in the Municipal Development Department does not function as a facility manager for the City. Responsibility for facility management has largely been decentralized to the operating departments. This approach has several drawbacks as noted below.

- The potential to have control and realize savings over a significant proportion of the cost of the City's facilities is difficult to achieve because of duplication and decentralization. Potential cost control avenues could include pooling of staff, reducing the number of facilities due to underutilization of facilities, sharing underutilized facilities, etc.
- Decisions made at the Mayor and City Council levels are made on a departmental basis, rather than with reference to the needs of all of the City's facilities;
- The City's sizeable investment in facilities is a shared responsibility by many managers in many departments. On the other hand, similar major investments in people, materials, and services (i.e., finance, purchasing, human resources, etc.) are more centrally managed.
- Facility operating and capital costs have been and will continue to be not only major costs, but also growing costs to the City.

- **A clear best practice for facility management programs, and a dominant trend over the past twenty years or so, is the consolidation of facility management functions into one centralized service organization.**

Traditionally, it was believed that the effectiveness or responsiveness of a facility management organization is highly correlated to its proximity to the customers it served. The result of this belief was the creation of numerous independent facility management programs within an organization, each serving the purported unique needs of its own group of customers relying on its presumably specialized skills and knowledge.

Increasingly, however, it has come to be recognized that many if not most facility customer needs can be met more cost effectively through a consolidated approach to facility management. The trend in the facility management industry clearly is toward more rather than less consolidation of facility management functions; most organizations of the City of Albuquerque's size have developed a centralized facility management program.

The move toward consolidation can be traced to the increasing cost and complexity of facility management endeavors over the last 20 years or so and a simultaneous increase in emphasis on governmental efficiency – particularly in the face of competition from contract providers of facility management services. During this period, developments in such areas as computerization, personnel management and professional development, risk management, regulation of environmental protection and occupational safety and health, and facility technology

have changed the definition of "effective" facility management, making it prohibitively expensive for many independent facility management organizations to keep up. In short, the complexity of facility management today produces significant economies of scale that often can be captured only through collective effort.

- **The Facilities and Energy Division, Municipal Development Department already provides some centralized management services, including facilities that the Division is not responsible for managing the maintenance, repair, and replacement of building assets.** For example, the Division initiated condition assessments of an additional 20 citywide facilities, including APD, AFD, Environmental Health, and □Family and Community Services Department. The Division completed a condition assessment for six Department of Senior Affairs facilities. The Division completed over 68 architectural permit reviews for new City buildings, additions, tenant improvements and renovation projects for APD, AFD, DMD, Family & Community Services, Parks & Recreation, Cultural Services, Aviation and Department of Senior Affairs.
- **Decentralized facility / building maintenance and custodial maintenance is expensive.** There are a total of 155 positions in the thirteen (13) divisions / departments, excluding the Aviation Department and excluding contract or temporary positions. A total of 19% of these positions are managerial, supervisory, or clerical. For every 4.3 building and custodial maintenance positions, there is one (1) manager, supervisor, or clerical position. This is a significant amount of administrative overhead.

Rather than use a decentralized approach to delivery of building and custodial maintenance services, the responsibility for delivery of these services should be centralized in the Facilities and Energy Division, Municipal Development Department. However, to maintain a close working relationship with the customers of that Division, a zone approach to service delivery should be used. In zone maintenance, the building and custodial maintenance staff would be divided into conveniently sized zones, with a team of multi-skilled maintenance craftsmen assigned to each zone. A supervisor would supervise a zone, and report to the Facilities Official, Facilities and Energy Division, Municipal Development Department. Team size would vary with the complexity, intensity of use, and size of buildings in the zone. The team would be responsible for all building and custodial maintenance in their zone. All preventive and corrective maintenance work would be assigned to the team in their zone, but the supervisor may draw on contractual services to complete work beyond the capabilities of the team.

The major strength of zone maintenance is that the team is accountable for all maintenance in their work zone. Departmental managers and other customers who work with the Facilities and Energy Division would soon learn the names of their zone team. This enhances customer communication and service levels. The zone team controls

maintenance and repair work done by outside contractors. The supervisor is responsible for and should have the authority to supervise maintenance in his or her zone buildings. Work orders would still be received and dispatched centrally to the supervisor.

There are a number of challenges associated with centralization of building and custodial maintenance services. These challenges are presented below.

- Moving too quickly – The consolidation yields substantive economies in the reduction of administrative overhead. The plan must be well thought out and must be flexible enough in both timelines and in scope to not adversely affect the customers of building and custodial maintenance services.
- Avoiding an inconsistent approach – The City must establish and document clear and well-defined policies and procedures for the delivery of building and custodial maintenance services early in the planning. The Facilities Official, Facilities and Energy Division will then have to enforce these policies and procedures consistently throughout the implementation phases.
- Absence of proper metrics – The effective use of an automated work order system and the use of dashboards will have to be setup at the onset so that the Facilities Official, Facilities and Energy Division can report back to the Mayor and City Council and the customers of the services provided by the Division.
- Departmental push-back – Push-back is inevitable. A consistent and high degree of top down governance will be needed to implement this consolidated service delivery approach.
- Maintaining the ability to provide the core services – The Facilities and Energy Division cannot compromise the services of the departments for whom it provides consolidated service delivery.
- Well defined boundary lines – Communication and clear lines of responsibility will be key factors in the success of the consolidated service delivery.
- Developing strong leadership – The Municipal Development Director must be able to work very closely with and communicate with all Directors for the departments that receive the consolidated service delivery. The Director will have to have a clear understanding of each department's core functions and the need to not have those functions compromised.

- Impact on the labor force – There must be a clear understanding (buy-in) prior to implementation of the consolidated service delivery and the eventual results / impact on the labor force and how that labor force will be aligned in the new organization
- Funding and budget parameters must be properly aligned at the outset to ensure a proper charge back system to the departments.
- Customer focused attitude – The performance metrics must be aligned along departmental lines to insure effective monitoring of the consolidated service delivery.
- In order for centralization of facility management to include enterprise and special revenue funds, the City would need to have an effective cost allocation model to ensure proper allocation of expenses. In addition, the security issues at the Sunport related to working airside versus landside would need to be addressed.

A proposed plan of organization for the consolidated service delivery is presented at the end of this section. Important points to note concerning the proposed plan of organization are presented below.

- The responsibility for parking meter maintenance and collection should be reassigned to the Security and Parking Manager. This manager is already responsible for parking enforcement and parking garages / attendants.
- A Building Maintenance Manager position should be established with day-to-day responsibility for managing building and custodial maintenance. The Building Maintenance Manager would supervise the Building Maintenance Coordinators / Facilities Operations Coordinators assigned to each zone. This would be a position reassigned from another department whose building and custodial maintenance services are consolidated within the Facilities and Energy Division.
- Nine Building Maintenance Coordinators / Facilities Operations Coordinators would be responsible for the maintenance, repair, and replacement of building assets in each of the nine (9) zones. Each of these supervisors would supervise approximately nine (9) trades staff.
- The Building Maintenance Manager would be supported by an Office Assistant (reassigned internally from within the Facilities and Energy Division) and a Senior Administrative Assistant (reassigned from another department

whose building and custodial maintenance services are consolidated within the Facilities and Energy Division).

- The consolidation of facility management services should **not** include the Aviation Department, initially. The Aviation Department has almost as many facility management staff as the remainder of the City organization. To enhance the likelihood of successful centralization, the Aviation Department should be initially excluded.

The transition to this centralized facility management service delivery is not “cutting edge”. It is prevailing practice. Other public sector organizations, at all levels (local, state, and national), as large or larger than Albuquerque, deliver facility management services using centralized service delivery. The move towards centralized facility management service delivery in Albuquerque will, of course, be resisted by practically all of the divisions / departments that are allocated their own facility management staff. This is to be expected. For this centralization to work effectively, the quality of customer service delivered by the Municipal Development Department must be enhanced. This will require a number of steps as noted below.

- **The Municipal Development Department should acquire a computerized maintenance management system (CMMS) for facility management, and use the CMMS to enhance customer service.** The CMMS provides features that constitute it as a very powerful customer service tool. These features include:
 - Customers can submit service requests electronically over the Intranet;
 - It can automatically generate an e-mail to notify a customer when a service request is completed;
 - Customers can access their service request information on the Intranet, any time; and
 - It provides reports regarding the level of service and performance in service delivery (response times, contact time, completion time and other measures).

This same recommendation was made for the Parks and Recreation Department. The City should seek to acquire an enterprise-wide computerized maintenance management system.

- **The Municipal Development Department should develop and adopt service level agreements with its major customers for facility management services.** A clear understanding of the needs and concerns of customers is also critical to effectively running a facility management organization. The understanding by the Municipal Development Department of its customers’ needs should not be based solely on informal communication. The lack of a formal customer communication can limit the ability of the Department to quickly revise its service practices to keep pace with changes in its customers’ service needs. Relevant information may

be lost or misinterpreted if communicated only through informal channels. In addition, the lack of a formal communication process can prevent the Department from gathering consistent information with which to evaluate customer satisfaction with its services. One way to improve customer communication and relations is through the development of detailed service agreements. These agreements should include a description of service procedures, prices and billing procedures, repair priorities, repair authorization limits, performance standards, contact persons, and customer responsibilities. The agreements provide customers with a better understanding of the range of services offered by the facility management organization and how to access these services. They also establish a clear understanding of how the Department's performance should be judged.

- **The Municipal Development Department should develop comprehensive facility management performance measures and report on its accomplishment to its customers.** Performance measures enable a facility management organization to answer the question, "How do we know whether we are doing a good job?" Many organizations simply focus on budgetary performance. Performance measures can:
 - Emphasize facility management strengths (prove facility management is doing a good job);
 - Identify areas where facility management needs to improve;
 - Help facility management achieve future performance improvement; and
 - Help facility management make an objective case for more (or *fewer*) resources.

If a facility management organization can't communicate its performance to top management and to its customers, there is a significant danger that management and the customers will not understand the overall value of the services being provided. Performance measures and reports are not just for upper management. They are also important tools to communicate with fleet "customers" as well, to improve communication with its customers and to demonstrate the value of the services that it provides.

- **The Municipal Development Department should provide information to facility management customers on a regular ongoing basis.** The Department (regarding the costs for maintenance, repair, and replacement as well as service levels) should provide routine monthly facility management information to middle managers within the City. One of the goals of this reporting should be to heighten customer awareness of the cost and level of service. Without timely and useful information regarding the facility maintenance, repair, and asset replacement, such a process will not occur. Standard reports provide some access to this data; however, ad hoc reports are often required to customize data retrieval to a particular issue that is being researched. Many facility management organizations now use a standard ad hoc report writing program such as *Crystal Reports* to publish

Intranet-based reports for their customers to access. The Department should make the generation, analysis, and distribution of management information regarding facility management operations one of their facility management services.

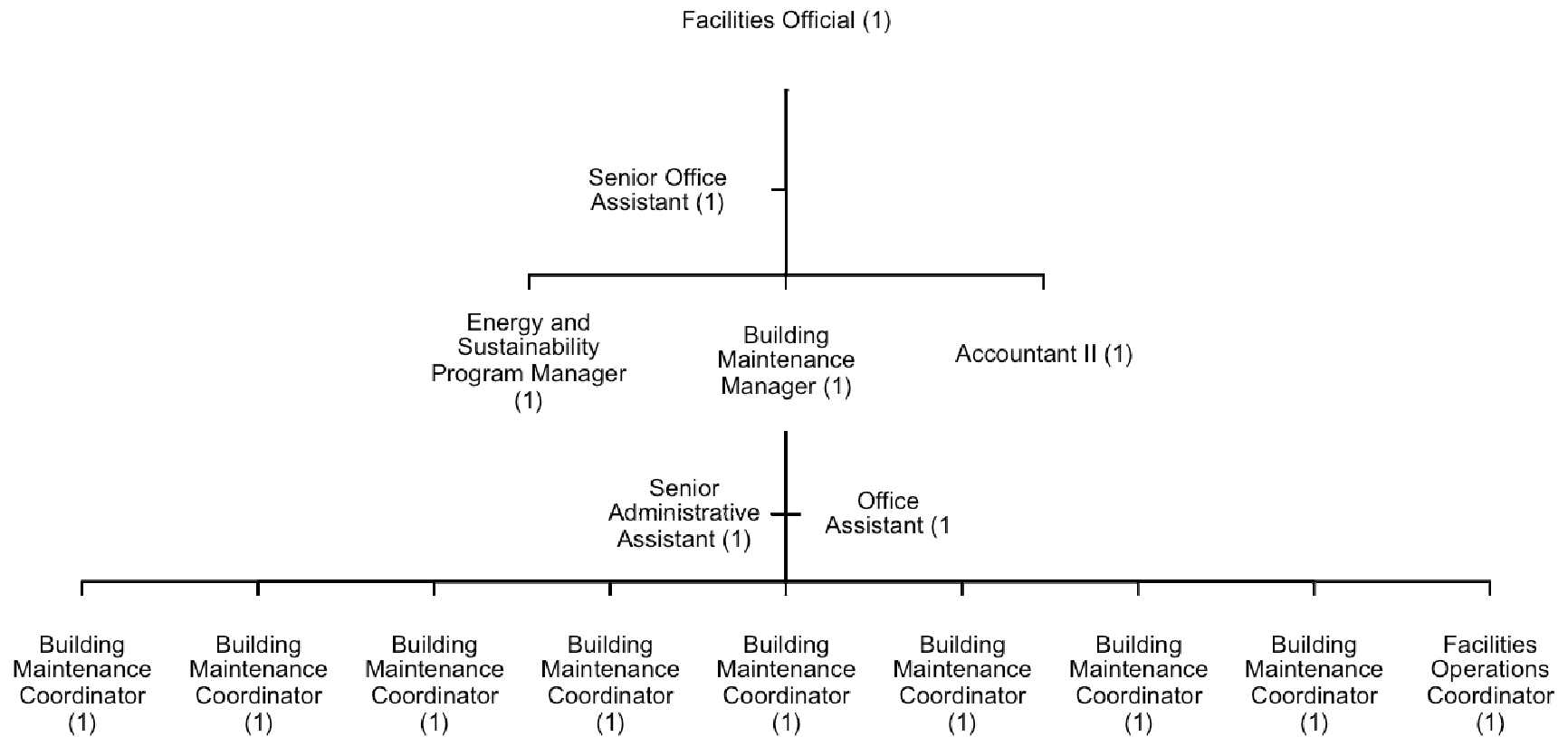
- **Customers should participate in managing the facilities business through a Facilities Management Advisory Board.** This Facilities Management Advisory Board would be intended to serve as a customer council for the Facilities Management Section. The specific purposes of the Facilities Management Advisory Board are as follows:
 - Consider and recommend policies and strategies for the operation of facilities management;
 - Establish a means of regular communication between customers and facilities management;
 - Create a better understanding of facilities management through business meetings;
 - Provide information to customers necessary to make the most effective and efficient use of the services provided by facilities management; and
 - Review trends and areas of complaints to initiate root cause analysis.

This Facilities Management Advisory Board should be comprised of seven to nine members, representing the small and large customer departments served by the Department, and should meet at least quarterly.

Recommendations:

- **The responsibility for parking meter maintenance and collection should be reassigned to the Security and Parking Manager.**
- **A Building Maintenance Manager position should be established with day-to-day responsibility for managing building and custodial maintenance. The Building Maintenance Manager would supervise the Building Maintenance Coordinators / Facilities Operations Coordinators assigned to each zone.**
- **Nine (9) Building Maintenance Coordinators / Facilities Operations Coordinators would be responsible for the maintenance, repair, and replacement of building assets in each zone. Each of these supervisors would supervise approximately twelve (12) staff.**
- **The Building Maintenance Manager would be supported by an Office Assistant (reassigned internally from within the Facilities and Energy Division) and a Senior Administrative Assistant (reassigned from another department whose building and custodial maintenance services are consolidated within the Facilities and Energy Division).**
- **Eight (8) manager positions should be eliminated.**
- **Ten (10) supervisory positions should be eliminated.**
- **Two (2) clerical positions should be eliminated.**
- **The Municipal Development Department should take a number of steps to improve customer service in the delivery of facility management services, including (1) acquisition of a computerized maintenance management system (CMMS) for facility management, and use the CMMS to enhance customer service; (2) development and adoption of service level agreements with its major customers for facility management services; (3) development of comprehensive facility management performance measures and reporting on their accomplishment to their customers; (4) provision of information to facility management customers on a regular ongoing basis; and (5) enabling customers to participate in managing the facilities business through a Facilities Management Advisory Board.**

**Proposed Plan of Organization for the Facilities and
Energy Division, Municipal Development Department**



CROSS ORGANIZATIONAL ISSUE

Consolidation of Code Enforcement

Issue: Should two different departments deliver code enforcement services: Planning and Legal?

Current Situation:

The Legal Department has nineteen (19) staff allocated to the Safe City Strike Force. These positions include one (1) Code Enforcement Manager; six (6) Code Enforcement Inspectors; one (1) Managing City Attorney; three (3) Assistant City Attorneys; six (6) paralegals; one (1) Administrative Assistant; and one (1) Legal Secretary. The Safe City Strike Force staff target properties that have been identified as extreme nuisances to the community, initiate graffiti vandalism lawsuits, pursue DWI vehicle forfeitures as part of nuisance abatement efforts, and administer the traffic court arraignment program.

At the same time, the Planning Department has a Code Enforcement Division. This Division is allocated thirty-six (36) positions. These include one (1) Code Compliance Manager; two (2) Administrative Assistants; one (1) Research Specialist; eighteen (18) Zoning Enforcement Inspectors, one (1) Senior Zoning Enforcement inspectors and one (1) Zoning Code Enforcement Supervisor; seven (7) Housing Code Inspectors and two (2) Housing Code Enforcement Supervisors; one (1) Assistant Urban Planning Manager; and two (2) Planning Assistants. This division is responsible for enforcing the Uniform Housing Code and the Zoning Code and responding to housing-related complaints and to property maintenance complaints (e.g., weeds, litter, etc.).

Analysis and Discussion:

There is a fundamental disconnect between the City's goals and objectives for neighborhood revitalization and the current organizational structure with regard to code enforcement. The lack of organizational clarity regarding code enforcement leads to an overall lack of responsibility on a citywide basis for the function and results.

The City should consolidate code enforcement efforts to take advantage of existing areas of service overlap and to improve accountability and productivity. Following the successful formulas used in other cities, code enforcement should be organized as a single division, using teams based at the neighborhood level with inspectors assigned to that neighborhood, with responsibility for enforcing on a citywide basis the Uniform Housing Code and the Zoning Code and

responding to housing-related complaints and to property maintenance complaints (e.g., weeds, litter, etc.). The teams would report to a centralized citywide code enforcement management that would also serve as single intake office for all code enforcement complaints. As with other legal staff within the City, the legal personnel would continue to report to the City Attorney and be assigned to support the operations of the Code Enforcement Effort in addition to their other duties related to traffic court. A consistent system of priorities would help the teams organize their work, and a uniform system of performance measurement, using KIVA when fully deployed, would allow management to deploy resources as needed, including in task forces, to address chronic nuisance complaints and ensure accountability and productivity. Implementation of the code enforcement unit under a single individual can enhance the effectiveness of the program ensuring that efforts and staff time are spent on the highest priority code violations within the community.

Recommendations:

- **Code Enforcement should be consolidated in a single division within the Planning Department. This division should be organized on a geographical basis, with teams assigned to specific geographic areas and responsible for enforcing the Uniform Housing Code and the Zoning Code and responding to housing-related complaints and to property maintenance complaints (e.g., weeds, litter, etc.).**
- **The vacant Code Compliance Manager in the Code Enforcement Division, Planning Department, should be eliminated.**

CROSS ORGANIZATIONAL ISSUE

Centralization of Select Administrative Functions (Human Resources, GIS Staff, and General Financial Administrative Services)

Issue: In developing an overall organizational plan for the City of Albuquerque, should there be further centralization of select internal service positions to enhance service delivery?

Current Situation:

At the present time, the City of Albuquerque has a centralized model for key internal service functions including Human Resources, Information Technology, and Financial Services. In general, departmental staff are responsible for department specific functions, support and assistance in coordination with the centralized personnel. However, specifically within the Human Resources function, there are some core HR functions that are currently performed by staff within individual operating departments. To a lesser extent, this is also applicable to the IT / GIS area.

Analysis and Discussion:

The project team reviewed the existing level of centralization of these functions against the staff resources within individual City Departments that are performing these functions to identify any areas of potential duplication and clarity of roles and responsibilities. This analysis included an evaluation of the specific functions performed by the individual positions involved in these functions within each operating Department. The following table summarizes the conclusions / findings reached by the project team following this evaluation:

Functional Area	Summary Analysis	Finding
Human Resources	While Human Resources services are centralized, the Personnel Officer positions allocated within specific departments are responsible, in part, for performing many functions (such as application screening and applicant qualification, employee investigations, supervisory support, etc.). Monthly meetings between HR and Personnel Officers have been established to provide training and information and attempt to increase consistency.	Additional opportunities exist to further centralize human resources functions.

IT / GIS	While most IT services have been centralized, there remain a sizeable number of positions dedicated to IT functions throughout the organization. The Departments with the largest number of staff allocated to IT functions are principally located within Fire, Police, Transit, Solid Waste, and Planning. A large percentage of the IT staff throughout the organization are performing GIS functions.	Generally, IT services are appropriately centralized. Some limited opportunities for reorganization exist.
Financial Services	While there are significant staff within operating departments performing financial functions, they are principally involved in paperwork processing and internal services for their individual department. They are not conducting duties that more appropriately should be centralized. The key issue related to interaction between Financial and Administrative Services and Departmental financial staff is the need for further implementation of technology to automate and streamline work processes.	All core / critical financial services are appropriately centralized. No further centralization should occur.

Based upon the prior analysis, the following points summarize the actions that should be taken related to these key internal service functions:

Human Resources:

- There are approximately 24 positions throughout the entire City (outside of the Human Resources Department that are significantly involved in the performance of human resources functions. Of these, there are approximately eight filled Personnel Officers (or similar positions such as Senior Personnel Officers, Labor Officers, etc.) specifically authorized within Department Budgets. These positions are allocated to departments including Aviation, Cultural Services, Family and Community Services, Municipal Development, Solid Waste, and Transit. These positions are filled by Departments and include staff that may or not have the same level of human resources background and/or experience. HR services are, to some extent, inconsistent across departments.
- The City should transfer responsibilities back to the Human Resources Department for conducting all initial screening of applications against the position's minimum requirements and providing additional support for labor relations / supervisory support directly to ensure consistency across all departments.

- In evaluating the departmental staff, the project team recommends that the City transfer these eight positions of Personnel / Labor Officer and Senior Personnel / Labor Officer positions to the City Human Resources Department.
- Within the Human Resources Department, Personnel Officers should be assigned a set of departments to serve. Depending upon size of the Departments, each individual should be assigned several departments. Larger Departments may require a dedicated position.
- The project team utilized several methods for evaluating the appropriateness of the total staffing within the Human Resources Department. These methods included comparisons to recognized industry benchmarks (such as 1 HR Professional per 150 to 175 employees) and comparable communities. The generally accepted industry benchmark of 1 HR Professional per 150 to 175 employees would indicate that Albuquerque should have between 33 and 38 employees.
- The City currently has 33 positions within the Human Resources Department. There are also 10 positions in the Risk Management Division of Finance and Administrative Services that provide risk management functions that have been recommended for long-term transfer to Human Resources and that are performing duties generally performed by the human resources departments in the comparable communities. This equates to a total of 43 City of Albuquerque employees performing core Human Resources duties. This is above the top of the range of staff needs predicted using the industry benchmark. When the eight Personnel Officers are transferred to Human Resources, total staffing will increase to 51 positions.
- The project team also compared the City of Albuquerque against a several comparable communities regarding the number of Human Resources staff and total city employees. The following table also shows the number of employees per human resources staff.

	HR Employees	Total City Employees	# Employees / HR Staff
Albuquerque	33	5,822	176
Amarillo	8	2,360	295
Austin	96	12,099	126

Colorado Springs	31	2,250	73
El Paso	39	6,272	162
Oklahoma City	25	4,511	180
Phoenix	95	14,983	158
Salt Lake City	26	2,687	103
Tucson	27	4,944	183
Average of Comparables			160
ABQ as % of Comparables			110%

If the City of Albuquerque staffed in alignment with the average of the comparable communities, at 1 Human Resources position per 160 employees, it would have a total of 36 positions allocated to human resources functions.

- Based upon our analysis, we would recommend that initially the Human Resources Department target a maximum staffing level of 40 positions for Human Resources. This is slightly above both benchmark staffing levels due to the low level of technology implementation. Further reductions may be possible once a more robust HRIS system is in place. This level of staffing would equate to an increase of seven (7) positions over the current level and provides the ability to reduce a total of eleven (11) positions from the overall organization. **Estimated annual savings from this change are estimated at \$726,000**, based upon a base position salary cost of \$48,900 and benefit costs of 35%.

IT / GIS:

- While most IT services have been centralized, there remain a sizeable number of positions dedicated to IT functions throughout the organization. This totals approximately forty-seven (47) positions. The Departments with the largest number of staff allocated to IT functions are principally located within Fire, Police, Transit, Solid Waste, and Planning. A large percentage of the IT staff throughout the organization are performing GIS functions.
- The City should maintain a fully centralized IT staff exclusive of the following: (1) any department position solely providing internal or supplemental support and not providing technical IT services; and (2) GIS staff maintaining departmental layer information. While departments like having system administrators immediately on hand, this

can be accomplished by using a similar deployment model to that utilized by Legal and recommended for HR where System Administrators (and other IT staff) are assigned a group of departments to support. Any GIS Staff currently included within the departments who are involved with overall GIS architecture versus data management should be transferred to the central IT divisions.

- There are twelve (12) System Administrators located throughout the City organization. These positions are located within Animal Welfare, Finance and Administrative Services, Cultural Services, Police, Transit, and Family and Community Services. The City could provide a more consistent support mechanism if these positions were controlled by IT and allocated to support specific departmental systems. Prior experience with other clients conducting similar consolidations indicates potential staffing reductions of 25% of positions consolidated or 4 positions. If all positions were able to be transferred to the IT Department, this would equate to an estimated annual savings of \$264,600 based upon an annual salary of \$45,500 and benefits at the 47% level.
- Service level standards should be established with all departments that transfer staff from their departments to the central IT department to address any concern regarding future levels of service.

Recommendations:

- **The City of Albuquerque should transfer all Personnel Officer positions to the Human Resources Department.**
- **The City of Albuquerque should target a total staffing allocation of 40 positions for the Human Resources Department, including those risk management positions recommended for transfer. At this level of staffing, the City should eliminate a total of eleven positions for an estimated annual savings of \$726,000 when fully implemented.**
- **The City of Albuquerque should transfer System Administrator position to the centralized IT Department and reduce the number of positions by four (4). This will result in an estimated annual savings of \$264,600.**

CROSS ORGANIZATIONAL ISSUE

Family & Community Services, Parks & Recreation, and Senior Affairs

Issue: Are there opportunities to improve service delivery, better coordinate services and utilize limited funds, and reduce areas of duplication through reallocation of functions between the Family & Community Services, Parks & Recreation, and Senior Affairs Departments?

Current Situation:

Under the current organizational structure, there are broad functional areas of overlap between the Departments of Family & Community Services, Parks & Recreation and Senior Affairs. While each provides “unique” and specific services to its respective customers, there is an overlap of services in two areas: (1) senior services; and (2) recreational programming. Additionally, there is a similarity of services in the areas of community centers and senior centers that are currently split between Family & Community Services and Senior Affairs.

Analysis and Discussion:

As noted above, the project team has identified several areas of overlap (though not necessarily duplication) of services among the Departments of Family & Community Services, Parks & Recreation and Senior Affairs. The broad areas of overlap are represented in the following table:

Department	Recreational Programs	Senior Services	Community / Senior Center
Family & Community Services	√	√	
Parks & Recreation	√		√
Senior Affairs	√	√	√

The project team, in analyzing the services provided by these three departments, clearly indicates an ability to create a more efficient organization – and ultimately a more cost effective operation – through more closely aligning and

coordinating specific services. Some key issues identified through the review include:

- For a community the size of Albuquerque, it is unique to have such a fragmented approach to recreational programming with these services being handled by three departments. There is limited coordination of programs and services between these departments. While each has a specific “target audience” (for example - Seniors for Senior Affairs) there is still duplication of some services. All opportunities to leverage service expansion through shared resources is lost through the fragmented approach.
- All community and senior centers are being operated with “bare-bones” staffing and a significant number of part-time and contract employees are utilized to staff and operate these facilities. This fiscal and staffing constraints only further strengthen the need for a more closely coordinated provision of services.
- Two departments operate “community centers” to service their populations. In many cases, these facilities are in close proximity to each other but there is little coordination of services between them. While many innovative approaches have been implemented (such as the multi-generational centers provided by Senior Affairs), this only further compounds the potential overlapping of services and the blurring of individual departmental roles and responsibilities.
- Both Senior Affairs and Family & Community Services provide a variety of social and assistance programs targeted (or available) to senior populations. However, with these services being provided by different departments and staffs there is not a single individual responsible for ensuring that programs are coordinated.

The City of Albuquerque, should make several organizational changes related to the operation and organizational structure of these three departments as noted in the points below:

- First, a new department should be created that merges the current operations of the Department of Senior Affairs and the Family and Community Services Department. The City should consider retitling the Department to Community Services (or something similar) to denote a change in focus and provide a new identity. Within this Department, Senior Affairs should be established as a major division to maintain a distinct identity and focus. The only estimated cost savings associated with this change is the conversion of one Department Director to a Division Manager. It is estimated that this would result in annual savings of \$40,000. There is high likelihood that this consolidation that will enable further consolidation of administrative functions within the department to generate additional savings (i.e., consolidation of fiscal units).

- The Division related to community development, as is discussed separately, should be transferred to the Planning Department. The currently vacant position of Performance Improvement Manager should be eliminated at an estimated annual savings of \$75,000.
- The responsibility for providing recreational services should be consolidated in the new department. This would include all recreation programs currently provided by Family and Community Services, Parks and Recreation, and Senior Affairs. The project team recommends that a dedicated Recreation Division be established within the new department that is focused on recreational activities for all ages – toddler through seniors – and that provide opportunities for cross-generational interaction. The Recreation Division should work extensively with other divisions – including Senior Affairs Division – to ensure that needs are being met.
- Given the level of decentralization of the recreation programs, and the scope of this study, the project team is unable to evaluate required staffing to provide a comprehensive well-rounded recreation program. Therefore, no savings are expected from this change. The major benefit to this organizational change is the ability to more effectively utilize and maximize existing resources (facilities, personnel, and fiscal). The City of Albuquerque should start by consolidating recreation programs – as they currently exist and are staffed – into a single unit and after a period of operations, conduct a targeted evaluation of staffing needs against program priorities. Alternatively, all recreational programs could be consolidated within the existing Parks & Recreation Department and achieve the same level of benefits as proposed.
- Management staffing levels for this new Department will come from existing Director and Senior Manager positions within the existing departments. One of the existing Director positions would be targeted to lead this new Department and the other existing Director(s) would be assigned as Division Head(s) for major functional areas with the Department (such as Senior Affairs). Other existing support staff (such as Personnel Officers, Executive Assistants, etc.) would be reassigned from within the existing organizational structure.

The project team has been extremely conservative on the calculation of cost savings from this series of recommendations, as the primary initial benefit will be more effective and efficient utilization of resources. It is anticipated that longer-term significant additional financial benefits will accrue to the City following implementation of these recommendations.

Recommendations:

- **The Departments of Family & Community Services and Senior Affairs should be consolidated into a new Community Services Department at an initial annual savings of \$40,000. Additional future savings will result from merging of administrative functions.**
- **All recreational programming should be consolidated into a single Recreational Division to enable greater coordination of recreational programming and more effective and efficient utilization of resources (fiscal, facility, and personnel).**
- **The Department should undertake a feasibility study to determine whether opportunities exist to more effectively utilize the senior, multi-generational, and community centers. The City should eliminate centers, to reduce costs, where it can be demonstrated that service needs can be achieved with other center resources.**
- **The position of Performance Improvement Manager should be eliminated at an estimated annual savings of \$75,000.**

CROSS ORGANIZATIONAL ISSUE

Environmental Health

Issue: Should the City of Albuquerque continue to provide certain air quality and health services that are traditionally performed by other levels of government (i.e., County, State or Federal) as a local City Service?

Current Situation:

The Environmental Health Department conducts a variety of environmental, health and safety programs designed to protect the health and safety of citizens. This Department serves as the health authority for the City of Albuquerque and oversees restaurant inspections, and disease prevention programs (insect and animal). Additionally, the Department is responsible for regional air and groundwater monitoring, landfill monitoring and remediation, and household hazardous waste disposal. The Department oversees all Federal EPA compliance under delegated authority.

Currently some services are provided regionally (air quality), some services are provided under contract also for the County (such as prevention of insect and rodent diseases) and some services are provided only to City residents (health inspections). The Department essentially operates as a special revenue / enterprise fund and many programs are designed to cover operating costs with applicable fees for service. The General Fund contribution is currently in excess of \$3.6 million annually.

Analysis and Discussion:

The Environmental Health Department provides a comprehensive array of “public health” programs. When looking at the services provided, it is unique to find a City organization responsible directly for handling Air Quality programs that are more typically provided by county or state entities. The Department has taken steps to effectively leverage the implementation of shared services with other governmental entities to avoid duplication of services. The project team is not recommending any change in the specific services provided by the Environmental Health Department.

However, the project team does believe that there are two items regarding this Department that should be considered by the City as outlined in the following points:

- The City should consider establishing the Environmental Health Department as an independent authority rather

than as an operating department of the City. This will require the City to enter into a contract for services with the new authority for those services currently provided to City residents. This may provide the City more control over managing future costs through a contracted service.

- The City and County should discuss opportunities to further provide select services jointly (i.e., health inspections, urban wildlife management, etc.) through contracting with the independent authority. These discussions may be easier when both parties are contracting with an independent authority rather than with each other – where history, political issues, and other non-service delivery issues impact decision-making.
- Alternatively, the City could consider pursuing an option where they divest entirely themselves of the entire air quality and permitting function allowing another level of government (such as the State) to provide this service. This option would significantly decrease the size of this operation and focus it on insect and rodent disease management, urban wildlife, and health inspections. As with the other options, there is no cost savings associated with this alternative as the air quality and permitting functions are self-sufficient based upon revenues received for these services.

This recommended change is designed to take a well-functioning operation and provide a mechanism to take it to the next level and to increase the level of shared services at the city-county level.

Recommendations:

- **The City of Albuquerque should pursue establishing the Environmental Health Department as an independent authority providing existing services.**
- **The City should enter into discussions with the County to explore expanding shared-services in the areas of health inspections and urban wildlife to more effectively utilize resources and provide a greater consistency of services in the region.**

CROSS ORGANIZATIONAL ISSUE

Fleet Services

Issue: Is the amount of vehicles in the City's fleet appropriate? Are there substantive amounts of underutilized vehicles in the City's fleet?

Current Situation:

Fleet management in any public sector organization is not inexpensive. Within the Finance and Administrative Services Department, the Fleet Management Fund is judged at \$1.39 million in FY 2013, and is authorized 39 employees. The FY 2013 budget includes \$2.3 million for replacement of police vehicles. And there are fleet management functions located elsewhere in the City's organization e.g., Transit, Solid Waste, Aviation, etc. There are over 3,300 pieces of equipment in the City's fleet ranging from passenger sedans to aerial towers, rear loaders, street sweepers, sewer cleaners, front loaders, backhoes, forklifts, etc.

Analysis and Discussion:

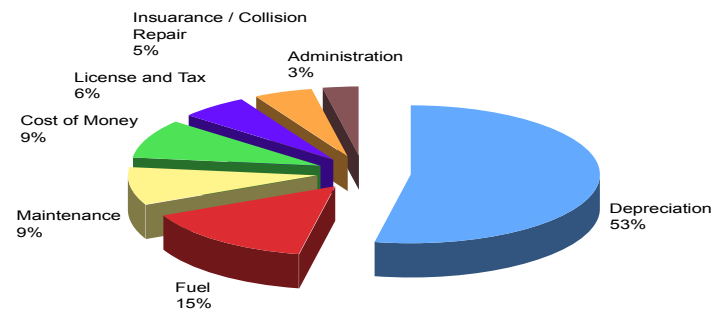
An appropriate replacement policy utilizes a combination of age and mileage to determine replacement eligibility. A vehicle that meets the established age parameter for its class or its established mileage parameter should become eligible for replacement. The City would need to then conduct specific analysis to determine whether the vehicle, in fact, warranted replacement based upon other facts such as maintenance costs, downtime, etc.

This approach works well when there is a reasonably predictable utilization pattern. But it breaks down completely when no such pattern is discernable, as is the case with many classes of vehicles for the City's fleet. In these instances, much of the fleet has already crossed the replacement threshold of either an age or a mileage basis. However, it is unlikely that the equipment that is underutilized warrants replacement based upon maintenance costs, downtime, etc. Yet the equipment will also face problems with obsolescence and the ease with which replacement parts can be obtained.

The average age of many of the classes of equipment in the City's fleet exceeds that of many other fleets evaluated by the Matrix Consulting Group. There are a number of classes of equipment with issues regarding their age versus their replacement guidelines. These classes of equipment are presented in the paragraphs below.

- The median age of compact sedans is 7 years. The Matrix Consulting Group would expect the average of age of the compact sedan class of vehicles to proximate 5 years.
- The median age of intermediate sedans is 8 years. The Matrix Consulting Group would expect the average age of the intermediate sedan class of vehicles to proximate 5 years.
- The median age of full-sized sedans is 6 years. The Matrix Consulting Group would expect the average age of the full-sized sedan class of vehicles to proximate 5 years.
- The median age of police patrol sedans is 4 years. The Matrix Consulting Group would expect the average age of the police patrol sedan class of vehicles to proximate 2 years.
- The median age of vans is 8 years. The Matrix Consulting Group would expect the average age of the van class of vehicles to proximate 5 years.
- The median age of compact pickup trucks is 7 years. The Matrix Consulting Group would expect the average age of the compact pickup truck class of vehicles to proximate 5 years.
- The median age of one-half ton pickup trucks is 6 years. The Matrix Consulting Group would expect the average age of the one-half ton pickup truck class of vehicles to proximate 5 years.

The problems with the age of the fleet have not reached an emergency level, but the City would be spending a significant amount of capital funds, needlessly, to replace underutilized equipment in the City's fleet. In fact, The primary factor driving fleet related costs for any organization is the size and composition of the fleet. The more vehicles an organization owns, the higher the annual cost to that organization, because for each fleet asset there are costs associated with ownership and operation. As indicated in the following chart, depreciation is the top fleet related expense representing over half of annual costs for the typical organization.



Source: National Association of Fleet Administrators

Even under-utilized vehicles consume fuel and maintenance resources each year. More importantly, these units also depreciate and lose value each and every day even if they are older and are fully amortized (i.e., paid for). Time and effort are also required to maintain appropriate licenses, tags, fleet inventory records, insurance, fuel cards, etc. The

units may also take up valuable space at maintenance yards, parking lots and garages. Therefore, any serious effort to lower total fleet costs needs to start with an analysis of opportunities to reduce the size of the fleet.

Despite the obvious benefits, most organizations do not actively manage the size and composition of their fleets. A common problem in the industry is a phenomenon known as "fleet creep", which describes a situation where both the overall size of the fleet - and the size/expense of the units within the fleet - slowly but surely grows over time.

As a first step in the analysis of the utilization of the City's fleet, the Matrix Consulting Group mapped the distribution of vehicles and equipment for eight (8) different types of classes of equipment: compact, intermediate, and full-size sedans; police patrol sedans; vans; sport utility vehicles-emergency and police; and compact and one-half ton pickup trucks. The number of equipment in these eight (8) different classes of vehicles represent over 2,100 pieces of equipment. The data indicate that there are many units in the fleet that have low levels of utilization. Data regarding the utilization of the vehicles in these eight (8) classes of vehicles is presented below.

- **Compact Sedans.** There were 131 compact sedans included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 3,629 miles
 - 25th percentile – 1,545 miles
 - 75th percentile – 6,788 miles.
- **Intermediate Sedans.** There were 169 intermediate sedans included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 5,443 miles
 - 25th percentile – 2,584 miles
 - 75th percentile – 9,009 miles.
- **Full-size Sedans.** There were 221 intermediate sedans included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 8,796 miles
 - 25th percentile – 6,014 miles
 - 75th percentile – 12,240 miles.
- **Police Patrol Sedans.** There were 799 police patrol sedans included in the analysis of annual mileage. Specific

annual utilization for this class is presented below:

- Median annual mileage – 11,908 miles
- 25th percentile – 8,166 miles
- 75th percentile – 15,230 miles.

- **Vans.** There were 246 vans included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 4,672 miles
 - 25th percentile – 2,057 miles
 - 75th percentile – 10,839 miles.
- **Sport Utility Vehicle-Emergency and Police.** There were 148 sport utility vehicle-emergency and police included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 10,116 miles
 - 25th percentile – 6,411 miles
 - 75th percentile – 14,320 miles.
- **Compact Pickup Truck.** There were 136 compact pickup trucks included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 6,094 miles
 - 25th percentile – 2,854 miles
 - 75th percentile – 8,715 miles.
- **One-Half Ton Pickup Truck.** There were 253 one-half ton pickup trucks included in the analysis of annual mileage. Specific annual utilization for this class is presented below:
 - Median annual mileage – 5,036 miles
 - 25th percentile – 2,390 miles
 - 75th percentile – 10,439 miles.

The Matrix Consulting Group recommends that the City should initially set an objective of eliminating six hundred and sixty (660) vehicles from its fleet. This objective represents those vehicles whose annual mileage was at the 25th percentile of the class or less. This would represent approximately a 20% reduction in the City's total fleet. This reduction would require a "pool" fleet or mileage reimbursement in lieu of these currently assigned vehicles.

Recommendations:

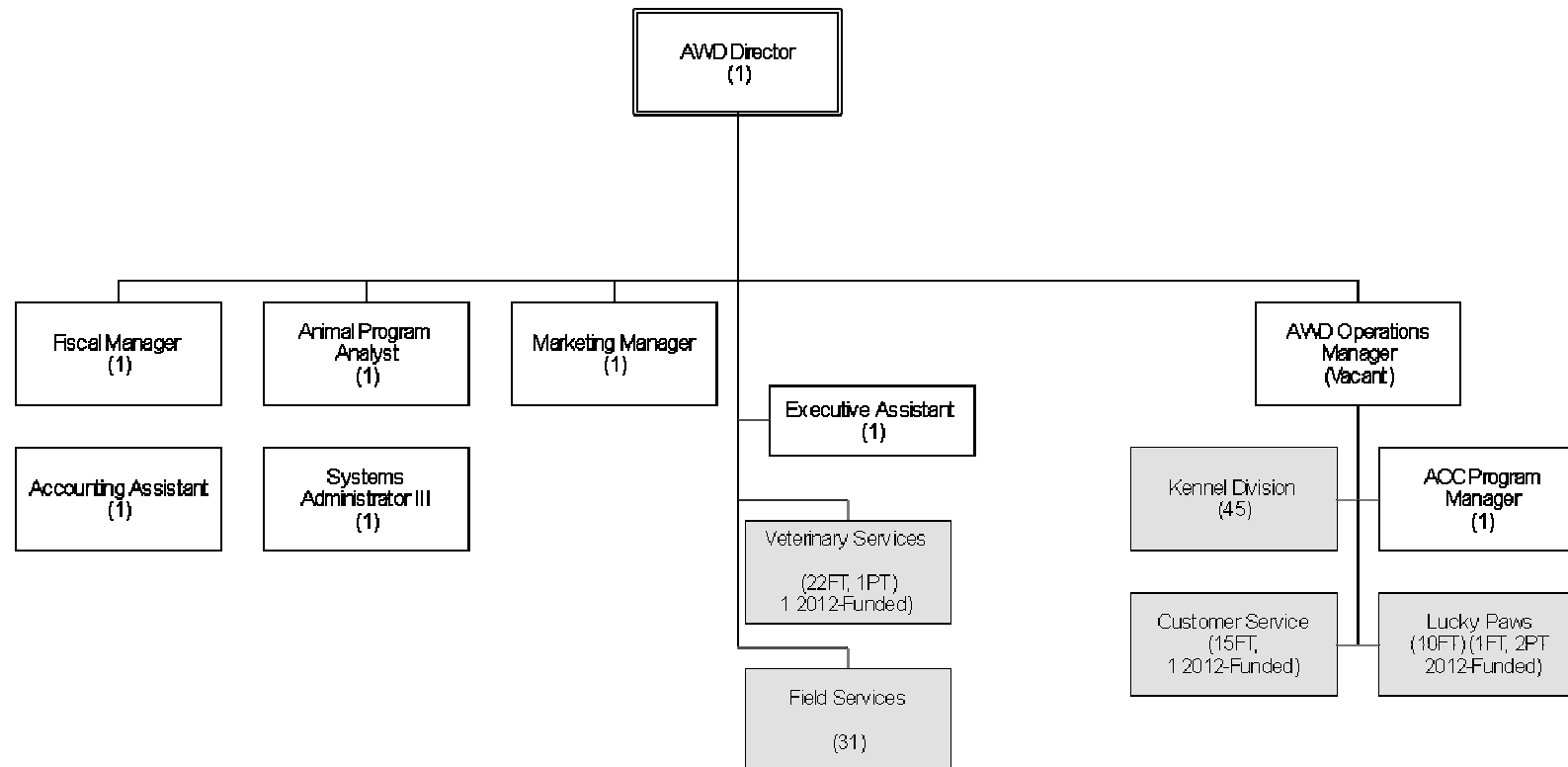
- **The Matrix Consulting Group recommends that the City should initially set an objective of eliminating six hundred and sixty (660) vehicles from its fleet.**

2. ANIMAL WELFARE DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of the Animal Welfare Department.

1. DEPARTMENT SUMMARY

The Animal Welfare Department encourages the humane and ethical treatment of animals through a variety of programs, services and initiatives, including the operation of two animal shelters; adoption centers associated with the shelters, plus one in a mall; as well veterinary services – spay and neuter (for internal operations and a spay and neuter clinic for the public) and micro chipping services; public information and education; and a volunteer program that helps with adoption efforts and in the animal shelters. The Albuquerque Animal Welfare Department also works with other animal rescue groups to maximize adoptions and public education. Shelter services are extended to Bernalillo County and other small communities in the region. The Department also develops and enforces statutes, ordinances, and regulations related to the pet population and responds to and investigates complaints from the public. The overall plan of organization of the Animal Welfare Department is shown in the following chart:



2. SUMMARY OF BEST PRACTICE ASSESSMENT

The project team reviewed the operations, staffing and management systems and practices in the Animal Welfare Department. This review identified strengths, as well as opportunities for improvement. The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted "standards" recommended for efficient operations.
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational issues deserving further analysis (e.g., unavailable or outdated policies and procedures).

Despite best intentions, it should be noted that agencies may be unable, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Concern that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a "best practice" from said agency's perspective.

Although there are relevant reasons, as noted above, not to implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review

initiative. To that end, the following best practices performance checklist is provided upon which the Animal Welfare Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

The table, which follows, presents a summary of the strengths and opportunities for improvement in the Animal Welfare Department.

Best Management Practices	Yes	No	Unk.
Cost Recovery			
Cost recovery through fees, permits, adoptions and services such as spay and neuter and micro-chipping is equivalent to 25% of operating costs.		√	
Customer Service			
The organization of the Department clearly places accountability for customer service and other customer-oriented functions among staff.		√	
Customer service is maximized through accessibility (location), hours of service, on line and telephone assistance and services (e.g., availability and subsidy for spay / neuter and micro-chipping).	√		
Adoptions			
Steps have been taken to maximize the adoption rather than euthanization of animals, through public information, use of volunteers, accessibility (time and location).	√		
Field Activities			
Proactive field patrol exists rather than merely responding to complaints.	√		
Response times to nuisance or other animal complaints (e.g., dead animal pick up is less than one hour.	√		
Animal investigations are coordinated with law enforcement.	√		

Best Management Practices	Yes	No	Unk.
Licensing			
Maximizing animal licensing through field canvassing.		√	
Maximizing animal licensing through use of veterinarians.	√		
Maximizing animal licensing through public events.	√		
Cats are licensed as well as dogs.	√		
Shelter and Veterinary Services			
Provisions made for after-hour response to emergencies.	√		
Low cost services are provided to the community (e.g., spay / neuter and micro-chipping).	√		
Part-time veterinarians are utilized to handle overflow services.	√		
Intergovernmental Cooperation			
A regional multi-jurisdictional approach exists for a broad range of animal welfare services.	√		

3. SUMMARY OF MAJOR FINDINGS

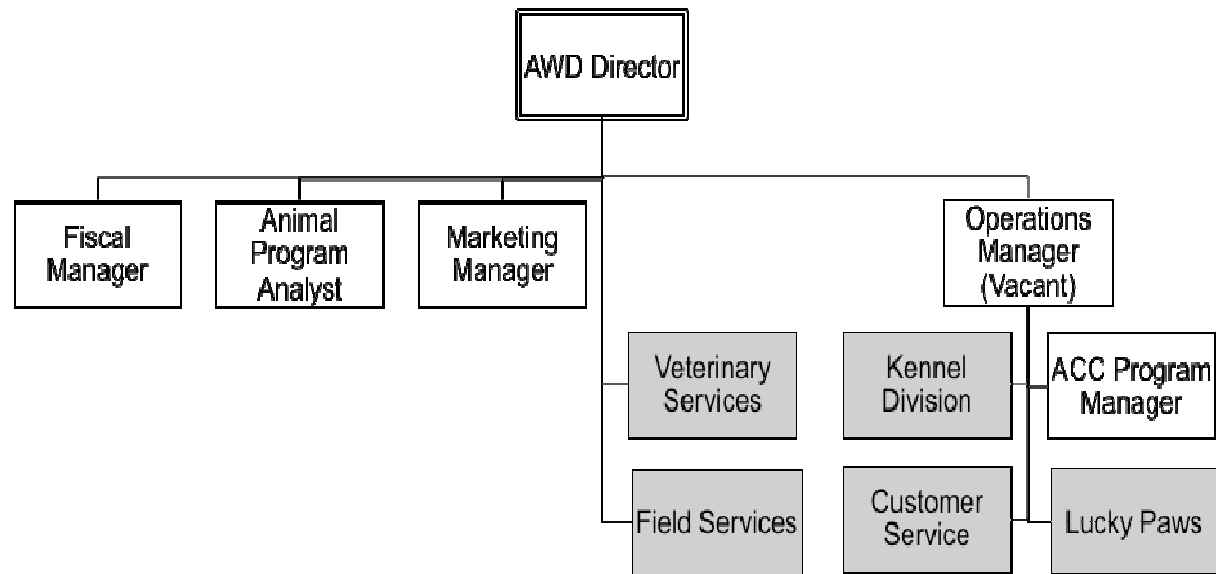
As a result of the project team's analysis, the City should make several changes to the Animal Welfare Department.

The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
The Animal Welfare Department's organizational structure does not clearly tie functional responsibility to staff, which impacts accountability, service organization and customer service.	The City should reorganize the Animal Welfare Department, reducing the Director's span of control as well as the number of independent functions within the organization. There would be modest cost impacts associated with this reorganization through increased part-time veterinary hours to cover the Chief Veterinarian's additional time devoted to division administration, to include shelter operations.	Unknown based on the number of hours dedicated to added oversight of the shelter.
The Animal Welfare Department's cost recovery levels do not meet achievable best practice levels of at least 25% of operating costs.	The City should establish a cost recovery goal of 25% in order to achieve a still low cost recovery best practice target of 25% of operating costs. This increase could result in \$400,000 per year in new revenue.	(\$400,000)
The level of animal licensing in the City and County.	Continue efforts already taken to identify lapsed licenses and utilize a lower cost public education program to promote animal licensing.	Unknown

Additional details regarding each of the above issues can be found in the following pages.

ANIMAL WELFARE Organization of the Animal Welfare Department
Issue: The Animal Welfare Department's organizational structure does not clearly tie functional responsibility to staff which impacts accountability, service organization and customer service.
Current Situation: The current organization of the Animal Welfare Department is one that represents an evolutionary process of change in which individuals fit the organization rather than the organization fitting individuals. The functional summary chart, below, summarizes the current organizational structure of the Department.



Currently, the Animal Welfare Department is a very “flat” Department with the Director having several direct reports:

- Fiscal Manager
- Animal Program Analyst
- Marketing Manager
- Chief Veterinarian
- Manager, Field Services
- Manager, Kennel Services
- Manager, Customer Services
- Manager, Lucky Paws
- ACC Program Manager

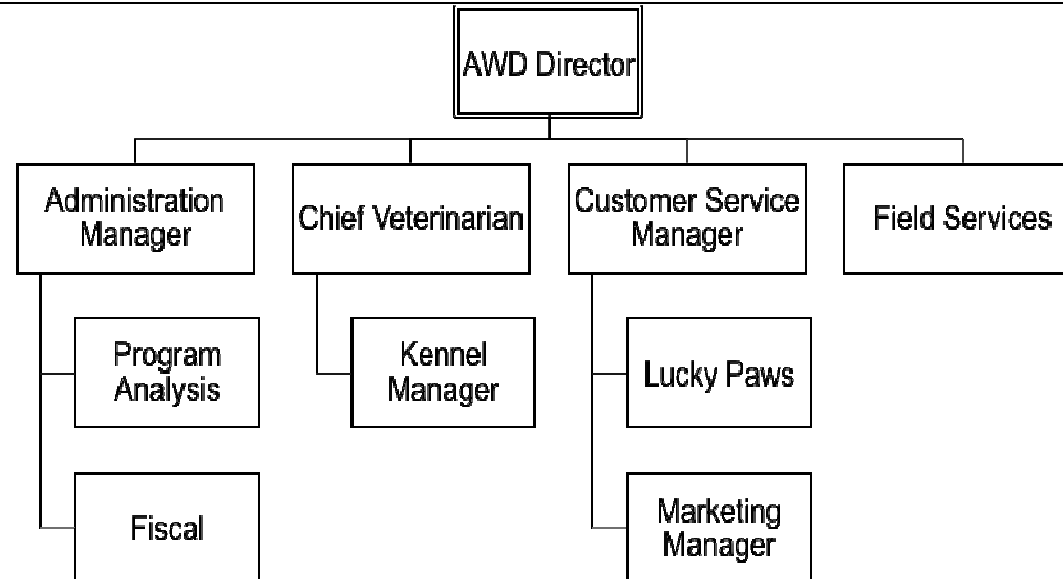
Analysis and Discussion:

Issues associated with this organizational structure include the following:

- An Operations Manager has been difficult to recruit and has been vacant since being authorized.
- It is not clear that the Operations Manager position is needed given the envisioned organizational structure with unrelated functions grouped together.
- However, without the Operations Manager position the Department Director has nine (9) direct reports.
- Several functions are stand alone ones with limited or single positions within the function.
- Administrative and support functions are not reporting through a single manager.
- There have been historical management issues within certain functions which would be buried in a reorganization centered around a new Operations Manager position.

Given these issues, it is difficult for this project team to recommend filling the Operations Manager position. However, issues about spans of control and functional fit continue to spread the Director thin and risk of loss of accountability for key services in the Department.

A reorganization of the Department should be centered around reduction in the span of control for the Director through realignment of functions rather than creation of a new mid-level manager and layer in the Department. The organizational chart, below, provides a reorganization which meets these objectives:



This proposed reorganization has the following characteristics:

- It reduces the number of direct reports to the Animal Welfare Director from nine (9) to four (4).
- It creates an Administration Division which includes Program Analysis and Fiscal. The management of this Division is created from existing positions, either the Program Analyst, who functions as a “Deputy Director” at present, or the Fiscal Manager.
- It places Kennel Operations under Veterinary Services, animal welfare functions which are complementary.
- It places all ‘customer service’ functions in one new Customer Service Division. Because of the importance of the Lucky Paws concept to the Department and the City, this function should be a ‘customer service’ function. Marketing would be located here to serve as a public relations arm for Lucky Paws as well as traditional approaches to adoption.
- Field Services remains an independent function.
- The proposed reorganization would be accomplished with existing management personnel.
- There would be modest cost impacts associated with this reorganization through increased part-time veterinary hours to cover the Chief Veterinarian’s additional time devoted to division administration, to include shelter operations.

Recommendations:

- The City should reorganize the Animal Welfare Department, reducing the Director's span of control as well as the number of independent functions within the organization. There would be modest cost impacts associated with this reorganization through increased part-time veterinary hours to cover the Chief Veterinarian's additional time devoted to division administration, to include shelter operations.

ANIMAL WELFARE

Cost Recovery in the Animal Welfare Department

Issue: The Animal Welfare Department's cost recovery levels do not meet achievable best practice levels of at least 25% of operating costs.

Current Situation:

Last year, the Animal Welfare Department generated \$1.4 million in fees. These fees and charges for service are summarized in the table, below:

Revenue Source	Amount in 2011
Animal Licenses	\$268,000
Animal Services	\$265,000
Adoption Fees	\$0
Animal Services – Bernalillo County	\$170,000
Animal Room and Board	\$9,000
Animal Permits / Inspections	\$97,000
Animal Services Administrative Fees	\$19,000
Animal School Fees	\$5,000
Microchips	\$101,000
Penalties	\$35,000
In house spay / neuter and microchips	\$290,000
Contributions and Donations	\$0
Transfer Refuse Disposal (fund 651)	\$134,000

At these levels, cost recovery is about 15% of total operating costs.

These fees are projected to remain unchanged for the current fiscal year (2012). However, the City has entered into a new agreement with Bernalillo County which will significantly raise its contribution from the current level of \$170,000 to approximately \$660,000 in the coming year. This would bring cost recovery to the 20% level.

Analysis and Discussion:

In the experience of the project team working with other large city and county animal service operations, cost recovery levels should easily exceed 20% and could be as high as 25%. Fees currently charged by the Animal Welfare Department for dogs and cats are low, as shown in the table, below:

RECLAIMS	
First time reclaim will be free if the animal is in compliance	
2nd Impound	\$35
3rd Impound	\$45
Each Additional Impound	\$60
Room & Board (Per Day)	\$6
Microchip & Lifetime Database - For City Residence only (free for Low income)	\$9
Animal Care Center Medical Facility Fees (Medical Care, Medications)	As Incurred
Emergency Medical Care Fee (contracted service)	\$70 base fee plus costs of treatment & supplies
Confiscated / Protective Custody / Bite Quarantine	Reclaim Fees apply
ADOPTIONS - DOGS	
Puppies under six months of age	\$60
Puppies and dogs six months to three years of age	\$50
Dogs over three years of age and older	\$40
Senior Citizens (50 yrs) and all Veterans w/proper ID and documentation	\$10 disc. from above fees
ADOPTIONS - CATS & FERRETS	
Kittens under 6 months of age	\$40
Kittens and cats six months to three years of age	\$30
Cats three years and over	\$20
Senior Citizens (50 yrs) and all Veterans w/proper ID and documentation	\$10 disc. from above fees

ANNUAL LICENSES (Required for dogs, cats and ferrets)	
Non-sterilized animal	\$6
Sterilized animal	\$6
Duplicate Replacement Tag	\$4
Senior (over age 65) and Public Assistance	Free
Non-Sterilized / Surgical Risk - with Veterinarian Certification	\$6
Service Dogs - for blind, deaf, or mobility impaired persons	No Charge
Late Fee Assessment	\$15
PERMITS	
Intact Animal Permit (For City area or Counties that do not sell them only)	\$150
Litter Permit Fee (per litter)	\$150
Exotic or Wild Animal Collection Permit	\$50
Multiple Companion Animal Site Fee	\$50
Guard Dog Site Fee	\$150
Animal Service Provider Fee (per year)	\$75
Pet Store Permit (per year)	\$100
Animal Drawn Vehicle Fee	\$150
Trolley Permit Fee	\$50
Guard Dog Signs	\$6 + tax
OTHER	
Priority Holds	\$10
Change of Heart (COH)	No Charge if in compliance
Pet Owner School – Metropolitan Court Class	\$30 - no checks accepted
AWD Microchip Fee & Registration - no ordinance compliance needed	\$15
Microchip Owner Transfer Fee & Registration (for previously chipped)	\$10
<p>There are many fees which are waived under certain conditions (e.g., first time reclaims, though this is a progressive fee afterwards).</p> <p>Fees are not based on a cost of service, taking into account total direct and indirect costs, with a cost recovery objective in mind. Moreover, many fees are not adjusted annually.</p>	

Achieving an objective of 25% cost recovery would entail increasing fees across the board by an average of 25%. This would have the following impacts on common fees:

- Licenses from \$6 to \$7.50.
- Puppy adoptions from \$60 to \$75.
- Kitten adoptions from \$40 to \$50.
- Other fees could be instituted where none exist – service dogs, first reclaim; or made market level (e.g., seniors)

The City could choose to subsidize certain fees for certain individuals, based on an ability to pay, for example.

The City should monitor service access by citizens based on the fee adjustments adopted and adjust up or down based on this “sensitivity analysis”.

Recommendations:

- **The City should implement an across the board increase in fees by 25% in order to achieve a still low cost recovery best practice target of 25% of operating costs. This increase could result in \$400,000 per year in new revenue.**

ANIMAL WELFARE

Increasing the Number of Licensed Animals in the City and the County

Issue: How to increase the rate of compliance and revenue associated with licensing animals in Albuquerque and Bernalillo County.

Current Situation:

Currently, the number of animal licenses issued to City residents is not low, estimated at 76,000. However, the fees generated supports a number of licenses far below that – around 44,000. National estimates are that 60% of households have a pet, equating to between 13% – 23% of animals in the City that are licensed, though this may overstate both the pet animal population in the City as well as the numbers licensed. It is also not known how these populations break down between the City and County areas.

Current approaches to animal licensing are numerous, including:

- At times that animals are reclaimed, when they are adopted at the shelter, as well as through shelter drop-ins.
- Veterinarians can license animals.
- Licensing can be accomplished at animal fairs.
- Re-licensing is facilitated through reminders sent to the registrant at renewal time (through Pet Data).

Analysis and Discussion:

Currently, the number of dog licenses issued to City residents is moderately low.

While there are only rare animal censuses taken in any jurisdiction (and where conducted the results are very suspect), many animal professions estimate that in most urbanized/suburban areas there is, conservatively, one dog for every 4-5 households (accounting for breeders and multiple dog owners, the rate of animal ownership per household is lower). If that rate exists in Albuquerque and Bernalillo County, then, only about 15% of dog owners have licensed their animals.

Increasing the rate of licensing is not only a revenue issue for the City, it is also a general animal health and population control issue because the licensing process also increases the likelihood of spaying and neutering and rabies/other inoculations.

There are a number of approaches which jurisdictions can take to increase the number of licenses. These include:

- Increased public awareness and education through advertising and similar approaches. The City already utilizes this approach.
- Field canvassing in selected / targeted neighborhoods. Many jurisdictions have developed field canvassing programs to distribute information door-to-door in their communities, conduct an informal animal census, and encourage licensing of animals.

If the City were able to double the rate of licensing to a still low 30%, the new revenue which would result from this would be approximately \$264,000 per year.

However, given current licensing fees and urban densities (especially in the County area), the City could not cost-effectively utilize field canvassing to achieve that level. Even with low cost hourly staff (e.g., college students), the cost of undertaking such an effort is great. To cover a city the size of Albuquerque would take at least 3 FTE. This, together with the cost of vehicle mileage reimbursement and promotional materials, would more than consume the cost of the additional year one revenue. However, this revenue would come in annually.

Recommendations:

- **Continue efforts already taken to identify lapsed licenses and utilize a lower cost public education program to promote animal licensing.**

3. AVIATION DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Aviation Department.

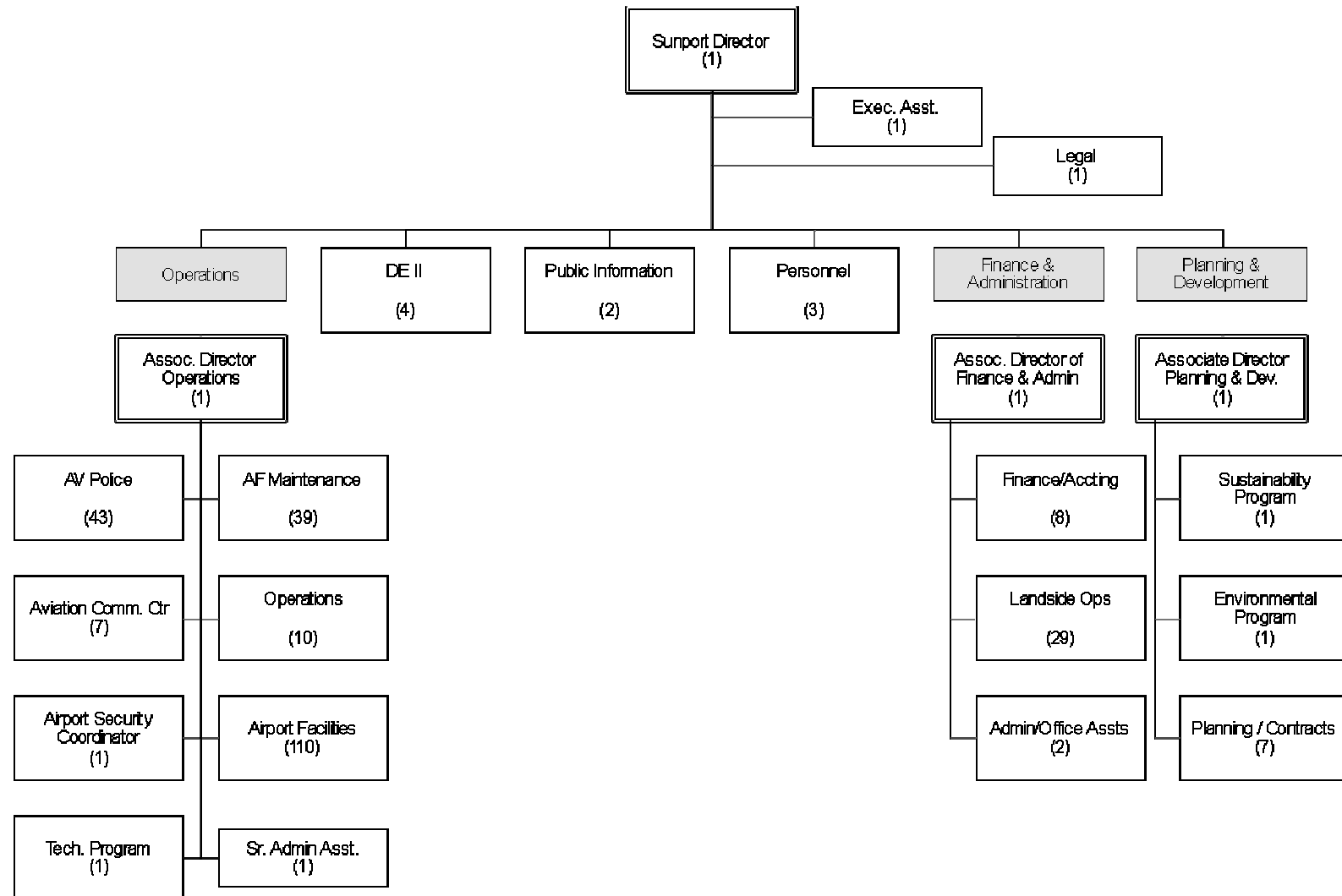
1. DEPARTMENT SUMMARY

The Aviation Department is one of the City's enterprise fund and is responsible for the operations of the Albuquerque International Sunport (2,200 acres) and the Double Eagle II Reliever Airport (4,500 acres). The Sunport is a medium hub airport per FAA classification and is served by six major commercial carriers, five affiliate and commuter airlines, and two air cargo services. Approximately 5.8 million passengers utilize the Sunport annually. Double Eagle II Reliever Airport serves approximately 220 general aviation aircraft. Aviation has a total of 286 positions (277 FT, 9 PT) budgeted in FY/12, an increase of 1 position from the original FY/11 budget. For FY12, the Aviation Department had a total annual budget of \$72,888,000 (\$4.5M Management/Support, \$27M operations/maintenance, \$14.5M Capital, \$25.5M Aviation Debt Service, and \$1.4M Transfer to Fund 110).

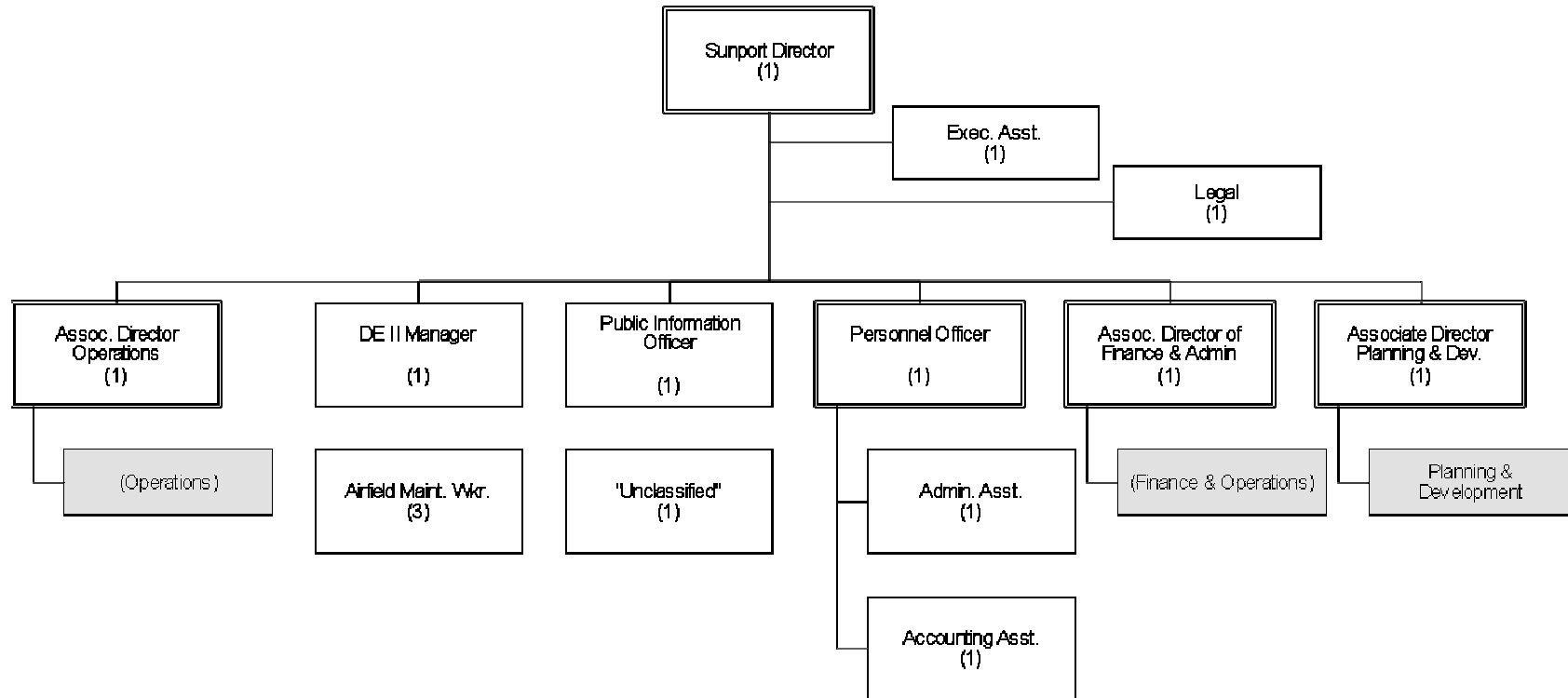
The overall Aviation Department is composed of the following organizational units with the total number of managerial staff positions shown.

Albuquerque International Sunport

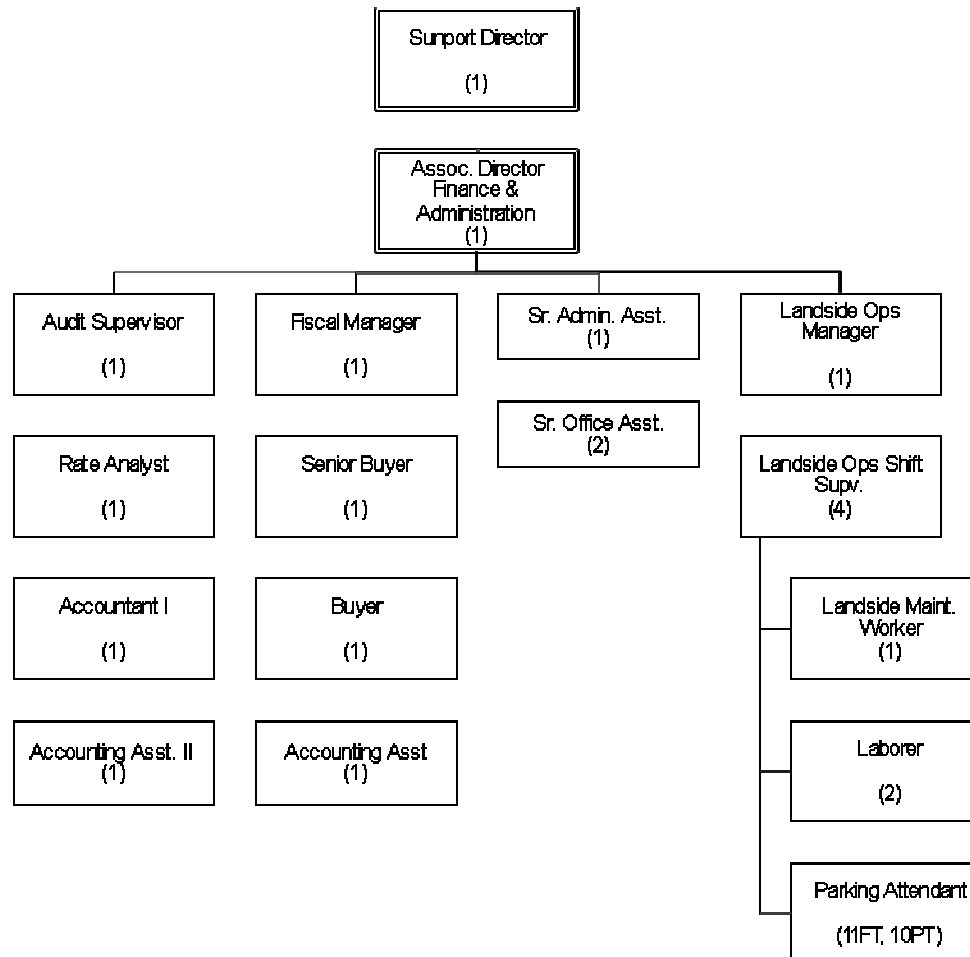
OVERVIEW



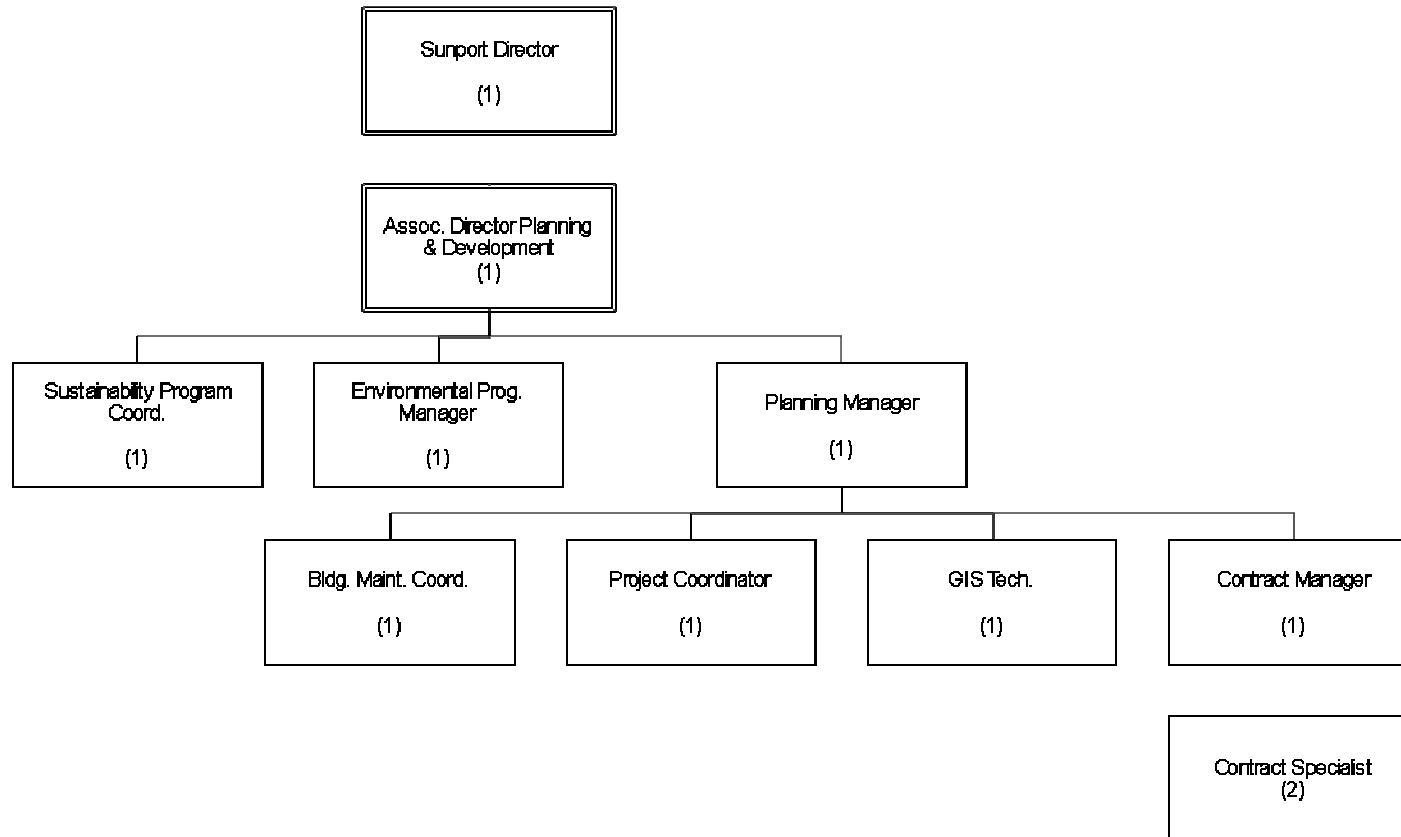
Albuquerque International Sunport ADMINISTRATION



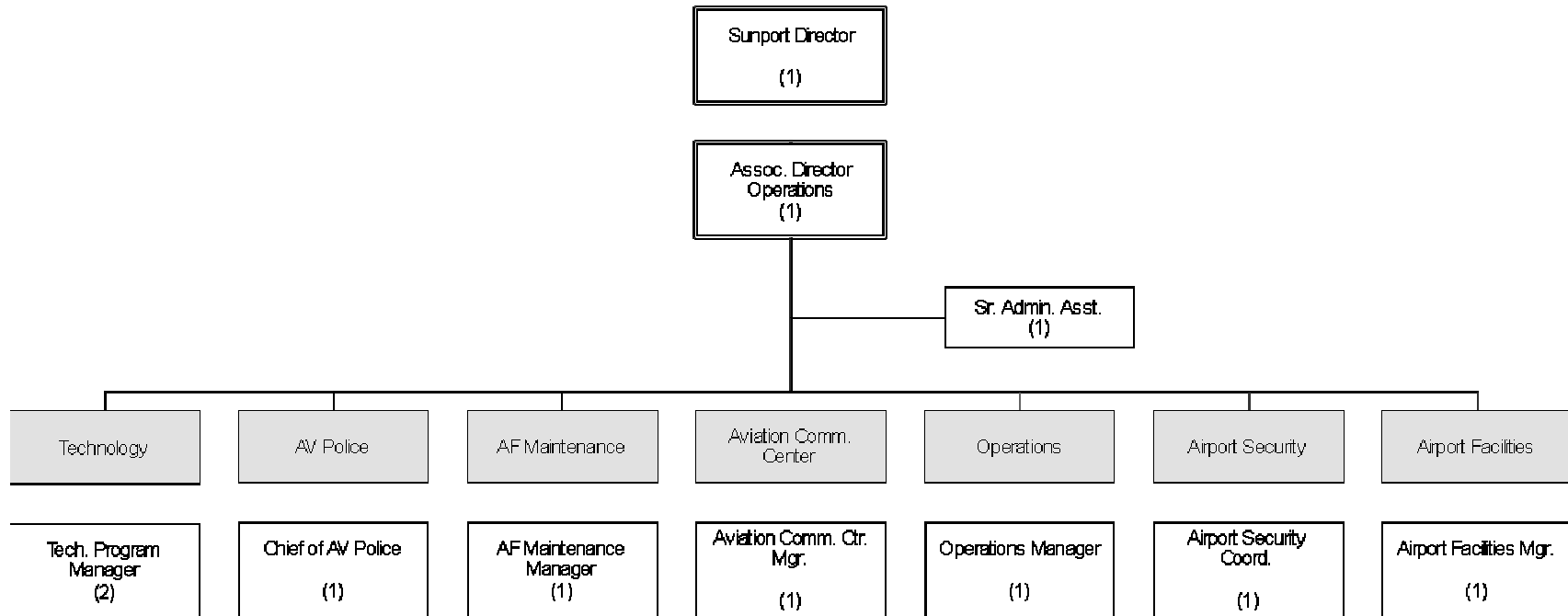
Albuquerque International Sunport
FINANCE AND ADMINISTRATION
FINANCE & PARKING DIVISIONS



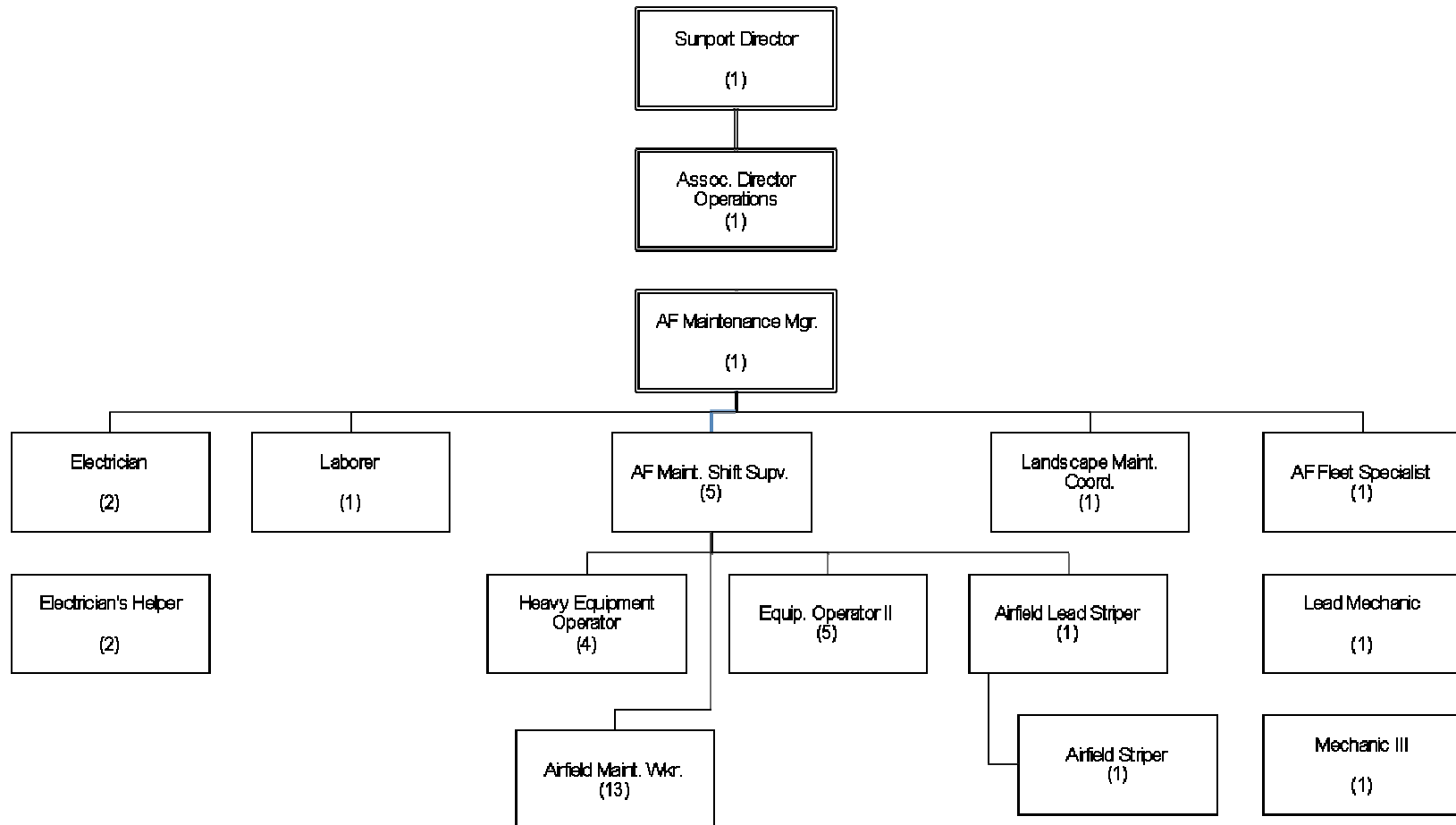
Albuquerque International Sunport
PLANNING AND DEVELOPMENT



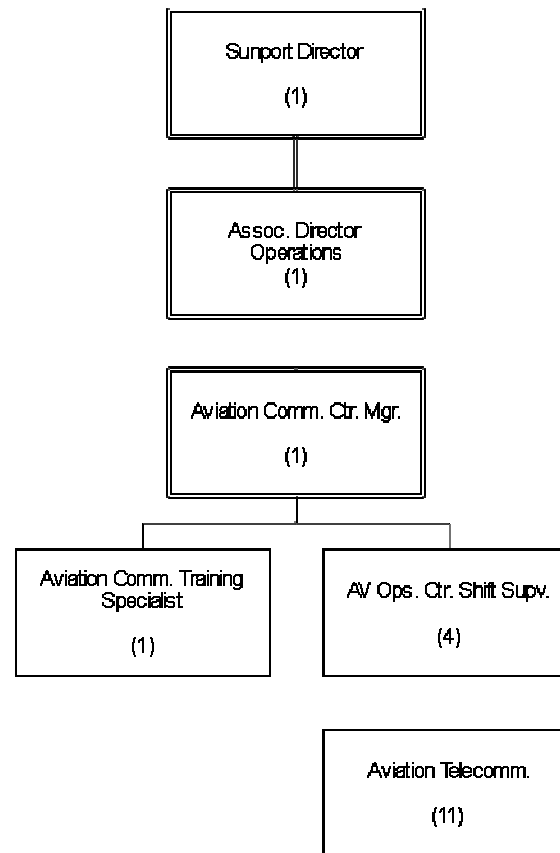
Albuquerque International Sunport
OPERATIONS
OVERVIEW



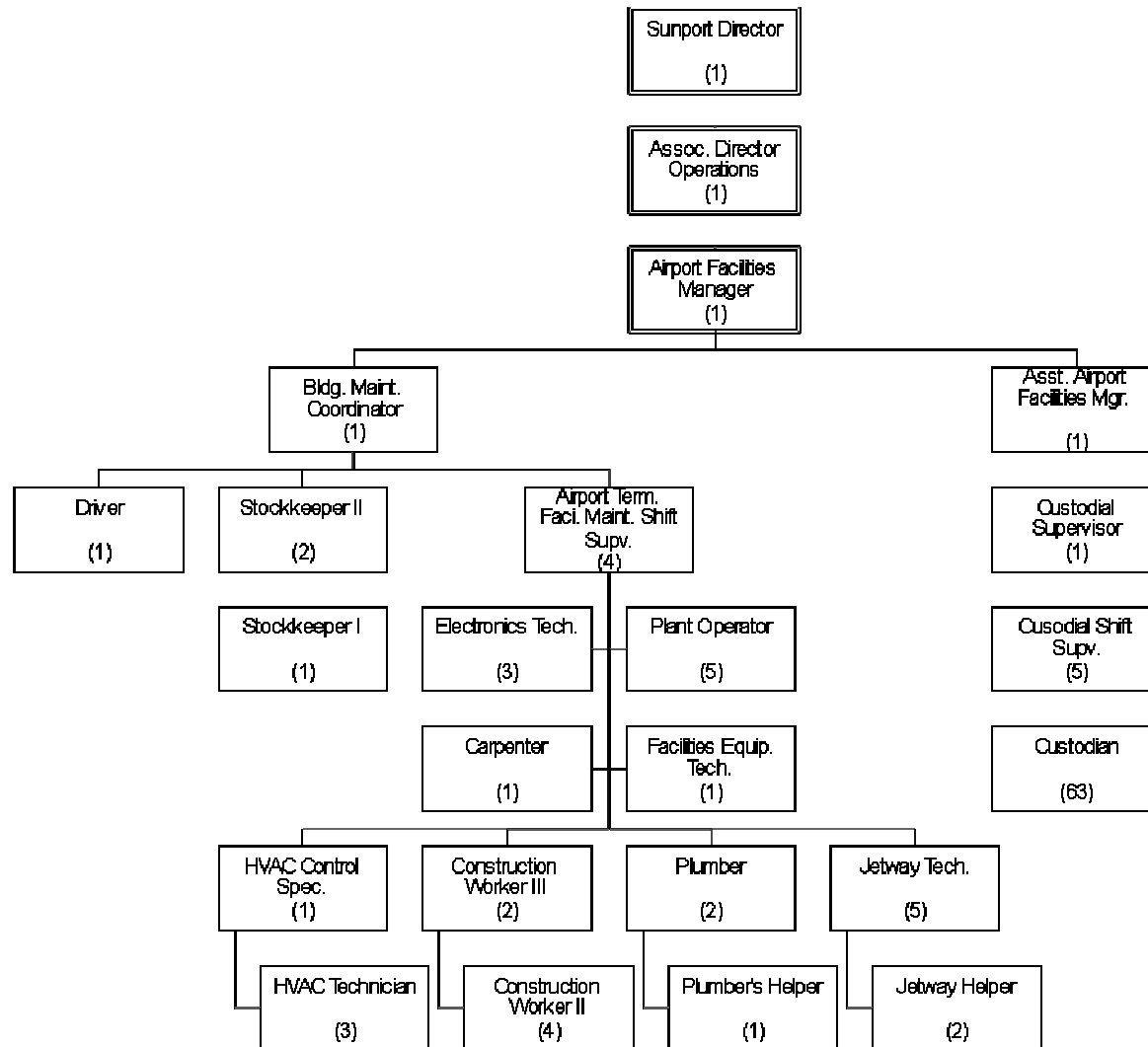
Albuquerque International Sunport
OPERATIONS
AIR FIELD MAINTENANCE



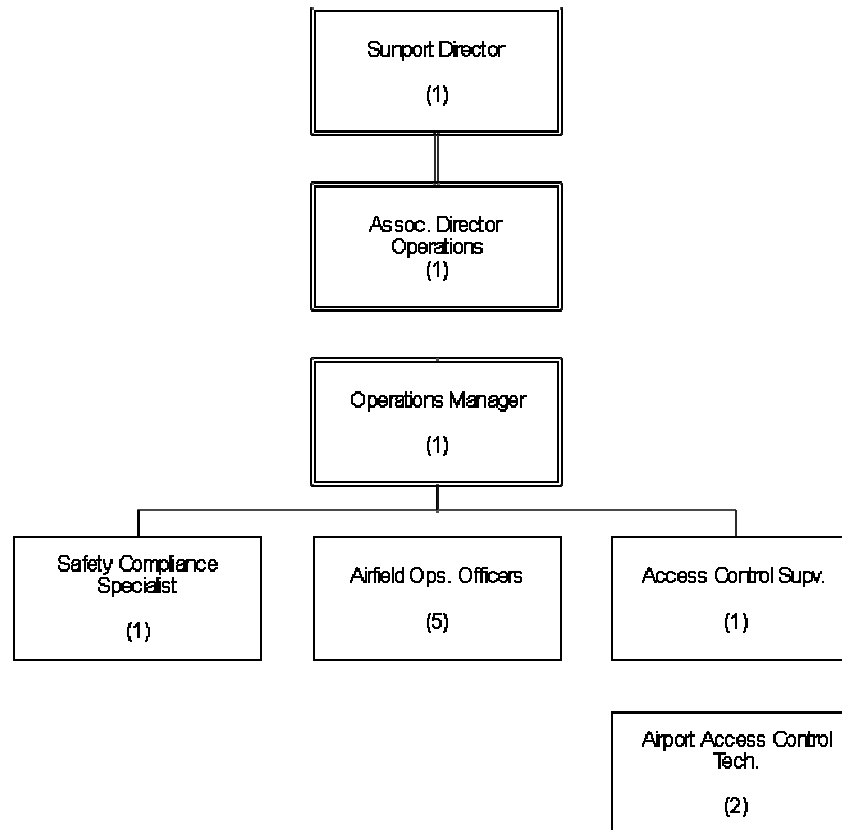
Albuquerque International Sunport
OPERATIONS
AVIATION COMMUNICATION CENTER



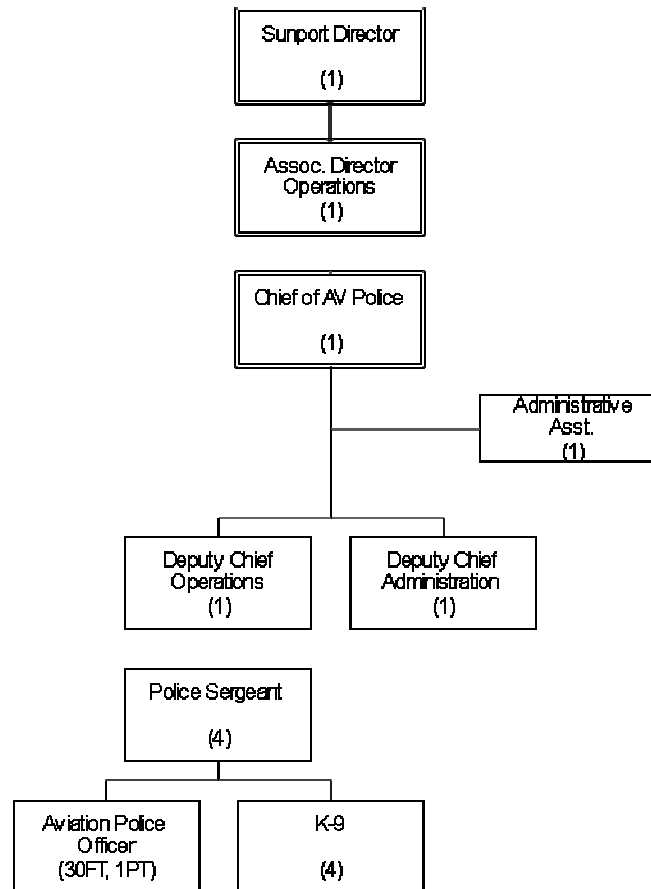
Albuquerque International Sunport
OPERATIONS
AIRPORT FACILITIES



Albuquerque International Sunport
OPERATIONS
AVIATION OPERATIONS



Albuquerque International Sunport
OPERATIONS
AV POLICE DIVISION



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Aviation Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
The Aviation Division has been established as an enterprise fund.	√		
Cost recovery goals and targets have been established for the setting of user fees, charges, and fees for service.	√		
The Department, as an enterprise fund, makes key decisions on fees and user charges based upon market rates.	√		
The City regularly assesses revenues and expenditures that include anticipated service demand levels and future costs.	√		
The Department maintains an appropriate reserved fund balance to enable budget smoothing during period of short-term economic downturn.	√		
The City's Aviation Department Strategic Plan is utilized to guide operations, manage services, and provide future service and operational targets.	√		

Best Management Practice	Yes	No	Unk.
Each Division has an Annual Work Plan that ties together the Budget, Strategic Plan, and is included as a measure of employee performance in annual evaluations.	√		
Aviation has evaluated internal services for outsourcing (either to private sector or internal service funds of the City) to eliminate duplication of services, maximize economies of scale, and focus the department on core services.	√		
The Department has a long-range capital program and plan outlining key projects, funding levels, and service improvements / service impacts.	√		
The capital program is designed to ensure that airport facilities are effectively maintained, refreshed, and employ developing technologies.	√		
The Aviation Department focuses significant effort on improving the “traveler experience” to maximize use of the facility.	√		
Fees and user charges are reviewed annually and established based upon cost of providing services, and other market based considerations. Airline fees are reviewed annually and are based upon yearly budget, debt service, capital projects completed, revenue analysis, and passenger levels. Other fees are established via a contractual agreement, CPI, and/or City Council approval, such as parking fees and facility charges.		√	
The Department maintains ongoing dialogue with various airlines to determine operational needs, opportunities to expand flights and passenger counts, etc.	√		
The Department utilizes outsources services for custodial services, facility and grounds maintenance unless cost-benefit analysis demonstrates cost effectiveness of performing in-house.		√ - in process of evaluating	
The Aviation Police Unit is a component unit under the oversight of the APD.		√	
Maintenance services have been evaluated to ensure that either centralization with other City Maintenance Services or outsourcing are not more appropriate service delivery approaches.	√		
Janitorial services have been evaluated to determine the cost effectiveness and efficiency of maintaining City custodial services versus implementing outsourced janitorial services.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Aviation Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Aviation Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Aviation Department?	Aviation Police should be transferred to the Albuquerque Police Department and established as a dedicated specialty unit.	Potential (\$210,000)
	The Aviation Department should pursue outsourcing of janitorial services.	Unknown. Estimated at least (\$100,000)
	The Aviation Department should conduct an RFP process for landscaping services to determine if it can be provided more cost effectively (at comparable service levels) by the private sector compared to the existing Parks & Recreation contract.	Unknown. Estimated at (\$200,000)
	Airfield Maintenance should remain an in-house staffed and provided service due to security and access issues and concerns.	n/a
	Facility Maintenance services are currently provided through a hybrid approach of in-house staff assignments and contracting (for specialized services). This approach should remain as currently provided, or acquired through Municipal Development if an appropriate service level agreement can be reached.	n/a

Issue	Analysis and Recommendations	Cost / (Savings)
<p>Are operations within the Aviation's divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?</p>	<p>The Aviation Department should continue its practice of developing and reviewing strategic plans annually through the managerial "Goal Post Setting" workshop, airport strategic planning (supported by consultant), and the approved airport improvement plan submitted to the FAA to guide future operations.</p>	<p>No cost if done internally.</p>
	<p>A cost of service policy outlining goals and targets for self-sufficiency should be developed and adopted by the City Council to provide guidance in establishment of fees and user charges by Aviation Management that are in accordance with the Council approval of the 5 year Airline Agreement that establishes rates and charges to each airline cost center and cost recovery target.</p>	<p>n/c</p>
	<p>Continued pursuit of new technologies such as automated pay stations and space locators for parking operations that will reduce man hours, promote passenger satisfaction, increase sustainability efforts, and reduce operating costs.</p>	<p>Unknown</p>

4. DISCUSSION OF ISSUES

<p>AVIATION DEPARTMENT Organizational Structure and Staffing</p>
<p>Issue:</p> <p>Is the Aviation Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?</p>

Current Situation:

The following table summarizes the general organizational approach utilized by the Aviation Department.

Program Area	Description of Services
Management and Professional Support	<ul style="list-style-type: none"> • Responsible for the overall administration and management of the Albuquerque International Sunport and Double Eagle II Reliever Airport. • Responsible for operation of terminal facilities, negotiation of contracts with airlines / vendors, and management of rental car facility. • Services provided include complete management, public information, fiscal operations (A/R, A/P, Purchasing, Contracts Management, Budgeting, etc.), and parking operations for the Airport. • Ensure operations are conducted in self-sufficient manner based upon actual and anticipated revenues.
Operations, Maintenance & Security	<ul style="list-style-type: none"> • Airfield maintenance function is responsible for field maintenance and operations including capital projects and on-going maintenance. • Facilities is responsible for the ongoing maintenance of the airport facilities and a 7/24 janitorial service. • Airport has a full service facility operations with trades specialist to meet all facility maintenance needs. Needs not met with existing staff are contracted. • Exterior landscaping maintenance is contracted to the City of Albuquerque Parks & Recreation Department. • Security operation is conducted by the City of Albuquerque Airport Police force. • Existing Planning & Development Division is responsible for sustainability, and environmental programs and overall capital projects administration for the airport operation.

The Department has recently reallocated internally organizational units to equalize spans of control among key top managers. The Department has also conducted internal analysis regarding the appropriateness of pursuing outsources service delivery for key maintenance and custodial services. Areas reviewed and under consideration include: landscaping (currently performed by Parks & Recreation), and custodial services (performed by Aviation employees).

Aviation currently maintains an entirely in-house organized and staffed police department.

Analysis and Discussion:

Overall, the Aviation Department is appropriately structured as an enterprise fund.

In reviewing the organizational structure of the Aviation Department, there are several key opportunities that were identified to improve general organizational structure and eliminate duplication of efforts / services within the City as a whole. These areas include:

- The Aviation Police Department should be transferred to the Albuquerque Police Department, as a component specialized unit rather than remaining as a stand-alone police department. Given its small size, the Department operates with both a Chief and Deputy Chief (principally handling administrative functions) that results in a somewhat top-heavy managerial layer given organizational size. As a unit of the APD (a common approach for larger municipalities that operate airport facilities), the Aviation Police Department would have increased access to training, more up to date protocols, and the ability to more easily transfer personnel in or out based upon workload needs. There is the potential for a slight cost-reduction from integration within the APD – through reduction in top rank (estimated at annual cost savings of approximately \$210,000).
- Similar to other Departments throughout the City organization, there is not a consistent approach to provision of key maintenance functions including facility maintenance, landscaping maintenance, airfield maintenance and custodial services. At the present time, landscaping services are contracted to the Parks & Recreation Department at approximately \$1.2 million annually, facility maintenance is contracted out (no use of Municipal Development services is utilized), and all custodial services are performed with Aviation employees. The Aviation Department should act upon the internal analysis conducted and pursue alternative service delivery approaches along the following lines (1) Custodial Services should be contracted out to the private sector with a core internal staff maintained for contract oversight and special needs; (2) facility maintenance should be sought from Municipal Development or if an appropriate service level agreement cannot be reached, these services should remain contracted out; (3) landscaping services should be outsourced as long as RFP responses demonstrate cost savings at an appropriate service delivery standard (initial estimates indicate potential savings in excess of \$200,000), and (4) airfield maintenance should remain performed with Aviation employees due to security and access concerns.
- Staff turnover within the Aviation Airfield Maintenance classifications demonstrates a need for the Department to

continue to work with Human Resources to reevaluate the position to ensure that it is appropriately classified and compensated in relation to comparable positions within the city organization.

The Aviation Department, while established as an enterprise fund, has overcome many challenges related to establishing fees for services and user fees based upon market forces absent political considerations. The Department should continue its development of a comprehensive strategic plan, maintain an active airline agreement for annual cost recovery, and continue managerial Goal Post Setting to provide a comprehensive cost recovery approach to guide future operations. Fees should be reviewed annually and established at market rates to ensure cost of service provision is covered by fees in place with approval of fees by Aviation / Airport Authority. Additionally, the Aviation Department should continue its development of a comprehensive parking master plan and the implementation of parking lot automation technology to reduce the need for staffed parking lots attendants.

Recommendations:

- **Aviation Police should be transferred to the Albuquerque Police Department and established as a dedicated specialty unit.**
- **The Aviation Department should pursue outsourcing of janitorial services.**
- **The Aviation Department should conduct an RFP process for landscaping services to determine if it can be provided more cost effectively (at comparable service levels) by the private sector compared to the existing Parks & Recreation contract.**
- **Airfield Maintenance should remain an in-house staffed and provided service due to security and access issues and concerns.**
- **Facility Maintenance should remain either outsourced, as currently provided, or acquired through Municipal Development if an appropriate service level agreement can be reached.**

AVIATION DEPARTMENT

Service Delivery Evaluation

Issue:

Are operations within the Aviation's divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

The Aviation Department is one of the City's enterprise fund and is responsible for the operations of the Albuquerque International Sunport (2,200 acres) and the Double Eagle II Reliever Airport (4,500 acres). The Sunport is a medium hub airport per FAA classification and is served by seven major commercial carriers, five affiliate and commuter airlines, and two air cargo services. Approximately 5.8 million passengers utilize the Sunport annually.

Analysis and Discussion:

Staff turnover within the Aviation Airfield Maintenance classifications demonstrates a need for the Department to continue to work with Human Resources to reevaluate the position to ensure that it is appropriately classified and compensated in relation to comparable positions within the city organization.

The Aviation Department, while established as an enterprise fund, has overcome many challenges related to establishing fees for services and user fees based upon market forces absent political considerations. The Department should continue its development of a comprehensive strategic plan, maintain an active airline agreement for annual cost recovery, and continue managerial Goal Post Setting to provide a comprehensive cost recovery to guide future operations. Fees should be reviewed annually and established at market rates to ensure cost of service provision is covered by fees in place with approval of fees by Aviation / Airport Authority. Additionally, the Aviation Department should continue its development of a comprehensive parking master plan and the implementation of parking lot automation technology to reduce the need for staffed parking lots attendants.

As an enterprise fund and a service heavily dependent and decision made by external entities (such as Airlines), the Aviation Department should have a well developed strategic plan that identifies the market position they are attempting to

achieve, the key strategies to be employed to achieve that position, and service and facility improvements and adjustments that might be needed to position the Aviation facility to achieve its stated mission.

Recommendations:

- **A cost of service policy outlining goals and targets for self-sufficiency should be developed and adopted by the City Council to provide guidance in establishment of fees and user charges by Aviation Management. The Aviation Department and Authority should be able to establish fees in accordance with this adopted policy without further approval.**
- **Continued pursuit of new technologies such as automated pay stations and space locators for parking operations that will reduce man hours, promote passenger satisfaction, increase sustainability efforts, and reduce operating costs.**

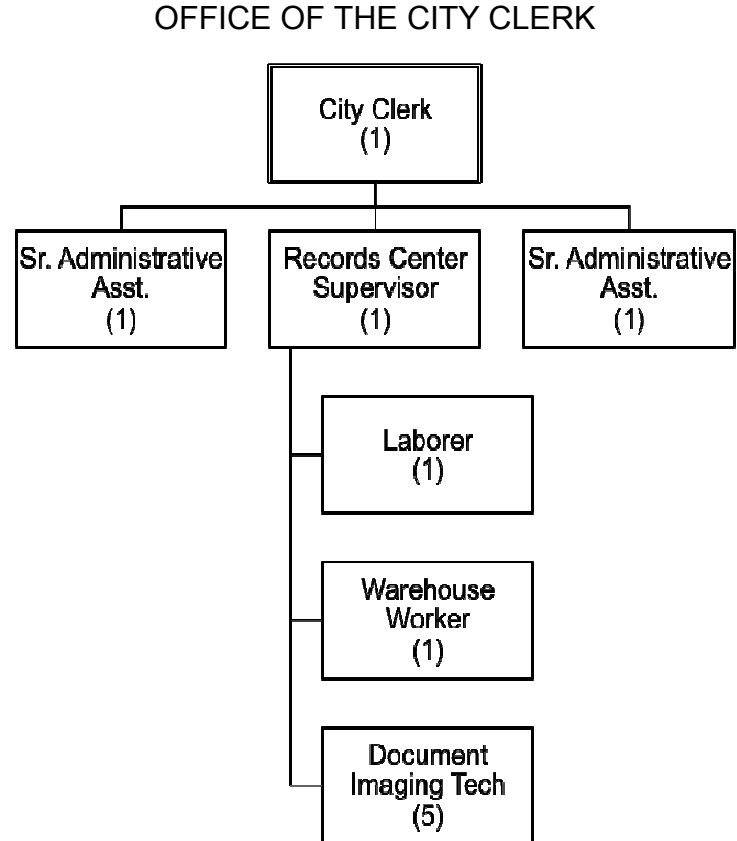
4. CITY CLERK DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's City Clerk Department.

1. DEPARTMENT SUMMARY

The Office of the City Clerk is responsible for the maintenance of all official records of the City of Albuquerque. Additionally, the Office conducts municipal elections, accepts bids from the public, accepts service for summons, subpoenas, and tort claims on behalf of the City of Albuquerque, and oversees the Albuquerque Records Center. The Albuquerque Records Center is responsible for scanning, processing, storing and disposal of City records. The Office of the City Clerk has a total of **11 positions** budgeted in FY/12, the same as budgeted in FY/11. The City Clerk's Department has a FY12 budget of \$2,292,000 (\$.8M personnel, \$1.2M operating, and \$.3M transfers).

The overall City Clerk Department is composed of the following organizational units with the total number of staff positions shown.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted "standards" recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a "best practice" from said agency's perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review

initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the City Clerk Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Has implemented automated indexing for City records.	√		
Extent to which records management program adheres to state laws and local policies / procedures.	√		
All official records of the City are stored in a secure environment and accessible through electronic retrieval.	√		
Use of technology (such as document imaging) to automate critical functions.	√		
Provide secure environment for protection of City records?	√		
Provide timely access to archived records while maintaining record integrity?	√		
Provides advice to departments on records retention issues?	√		
Provides timely accurate information related to the conduct of elections under Clerk's control.	√		
Compiles and monitors required contribution finance reports and request for public funds. Verifies eligibility.	√		
Provides user-friendly, current information to the public and staff via a website that is easily navigable, thereby providing enhanced transparency for website users.	√		
Provide assistance and training to departments in complying with legal requirements for document retention.	√		
Coordinate and oversee public records requests.	√		
Serves as central intake point for all city liens	√		
Performs filing, storage, codification and research activities related to all official City records and legislation.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the City Clerk's Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the City Clerk's Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the City Clerk's Department?	The City Clerk's Office is appropriately located within the overall City organizational structure.	n/a
	The transfer of responsibility to the City Clerk's Office for the handling of the Administrative Hearing Officer functions is appropriate and should remain.	n/a
Are operations within the City Clerk's Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered?	Longer-term, the responsibility for accepting official responses to RFX documents (proposals, and qualifications) should be transferred to the Purchasing Division of Finance and Administrative Services.	n/a
	The City Clerk should develop a plan, in conjunction with the Legal Department and operating Departments, to update all City Codes to remove references to functions of the City Clerk's Office (such as responsibility for abandoned vehicle tickets, grievance filing, etc.) that are no longer provided by the Office.	n/a

4. DISCUSSION OF ISSUES

CITY CLERK DEPARTMENT **Organizational Structure and Staffing**

Issue:

Is the City Clerk's Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

Currently, the City Clerk's Office is programmatically structured based upon the services provided. The key program areas and general description of services provided are shown in the following table:

Program Area	Description of Services
Administration, General Public Services	<ul style="list-style-type: none"> • Coordinates Inspection of Public Records Requests. • Conducts research, as requested, into public records, for information on legislation, etc. • Processes City liens. • Receives procurement responses. • Handles filing, storage, and codification of official City records / legislation.
Municipal Elections	<ul style="list-style-type: none"> • Conducts municipal elections. • Verifies petitions for public office. • Hires, trains and oversees poll workers. • Oversees public financing of municipal elections, receives finance committee reports.
Records Management	<ul style="list-style-type: none"> • Ensures compliance with State records retention laws and regulations. • Stores, retrieves, and disposes (in accordance with retention requirements) city records for departments. • Scans and indexes records for electronic storage.

The Albuquerque's City Clerk's Office has assumed responsibility for coordinating the hearing officer process for the City and handles the processing and recording of a sizeable number of liens filed against the City.

Analysis and Discussion:

The City of Albuquerque's City Clerk function provides centralized records management and codification and indexing of all official City records. Unlike many City Clerk's Offices, the preparation of agenda's and minutes are handled outside of this office but the filing and archiving of them remain a function of this office. While this structure is somewhat unique, there is no overlap in service delivery or functions performed and the structure serves the organization well.

As presently structured, the City Clerk's Office has an appropriate internal structure, and is appropriately located within the overall City of Albuquerque's organizational structure. The Clerk's Office provides significant assistance to operating departments in compliance with records retention and open-records access for the organization.

During the term of this study, a decision was made to place the responsibility for oversight of the Administrative Hearings within the City Clerk's Office. As a central point of access for information regarding official records and actions against the City, the project team would concur with this organizational placement.

Recommendations:

- **The City Clerk's Office is appropriately located within the overall City organizational structure.**
- **The transfer of responsibility to the City Clerk's Office for the handling of the Administrative Hearing Officer functions is appropriate and should remain.**

CITY CLERK DEPARTMENT
Service Delivery Evaluation

Issue:

Are operations within the City Clerk's divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

As previously noted, the City Clerk's Office provides a centralized location for all official City records including contracts entered into, legislative actions, and records of official City proceedings. Additionally, the Clerk's Office has been assigned responsibility for oversight of the Administrative Hearing process, is responsible for processing liens, and serves as the central intake location for all RFX submissions. The Office has implemented a comprehensive centralized electronic record storage program.

Analysis and Discussion:

In reviewing the services provided, the current allocation of functions to the City Clerk's Office is generally appropriate. The recent inclusion of the oversight and administration of the Administrative Hearing Officer function within the City Clerk's Office appears to be well-received, and with the legal background of the City Clerk, can be appropriately handled within this office.

The only specific service that the project team would recommend review for relocation within the organizational structure, is the receipt of RFX submissions for proposals and qualification responses to those requests issued by the Purchasing Division. While there are many improvements in operations that must occur within the Purchasing Division before they can assume additional duties, the relocation of this function to Purchasing should be a longer-term goal of the City. This will eliminate the involvement of a department in the process, and enable Purchasing to proceed faster in the processing of these submissions. Especially with the future implementation of electronic submissions for these documents, there will increasingly be a greater operational benefit from purchasing handling the entire process.

From review of codes and discussions with the City Clerk, there is a need to conduct a general update of the city codes.

There are numerous codes that continue to allocate responsibility to the City Clerk's Office for functions that are no longer performed by the Office. For example, abandoned vehicle tickers (where it is specifically printed on the tickets themselves), minutes and employee grievances are all listed as functions where the Clerk is allocated responsibility for receipt of processing of these items where in practice these functions have been reallocated to other divisions.

Additionally, there is a transparency initiative that was implemented by code requiring the City Clerk to prepare and publish listings of all travel over \$1,000. This is duplicative of other transparency initiatives that have been put into place and represents a duplication of effort that should be eliminated.

Recommendations:

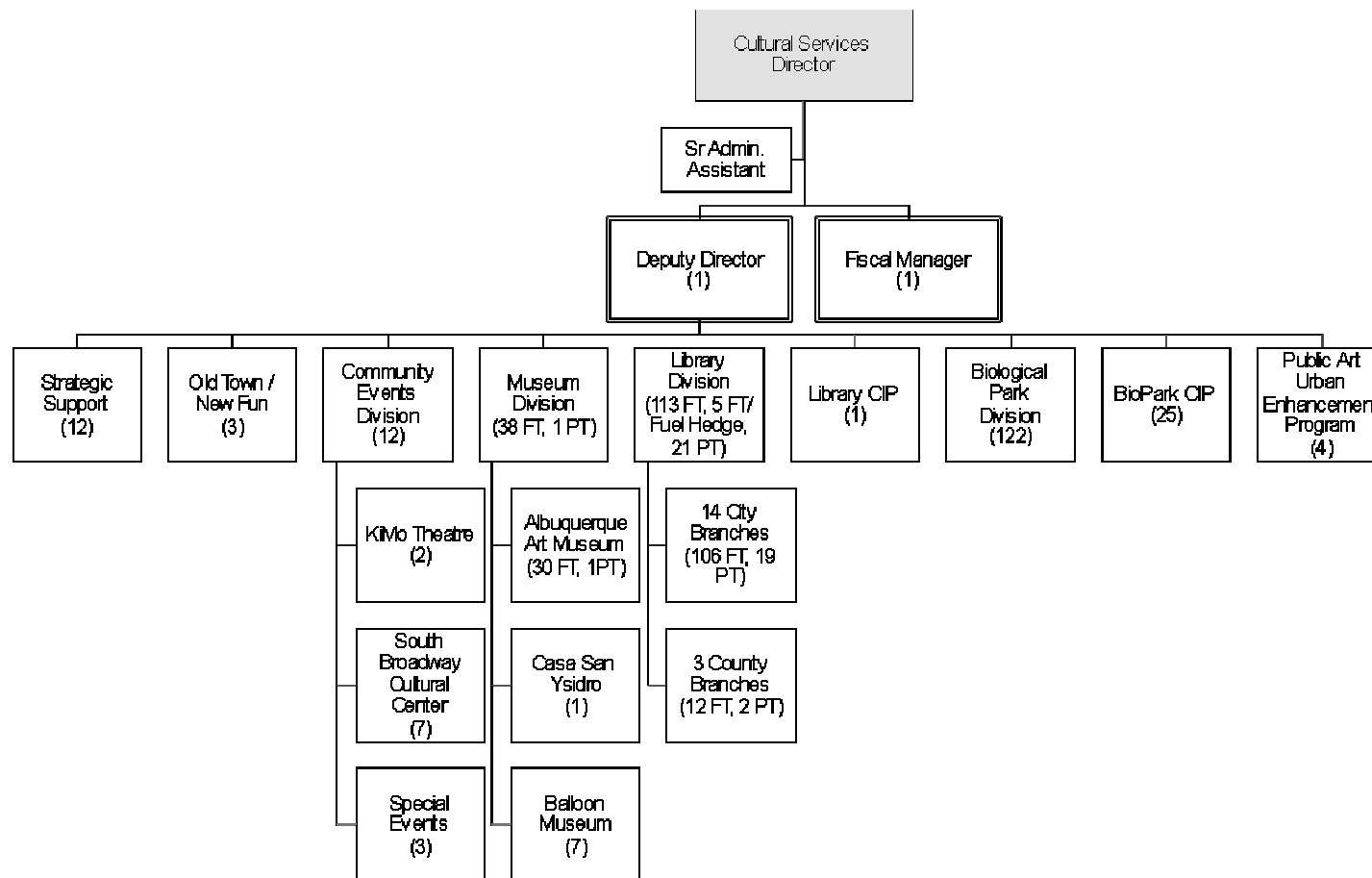
- **Longer-term, the responsibility for accepting official responses to RFX documents (proposals, and qualifications) should be transferred to the Purchasing Division of Finance and Administrative Services.**
- **The City Clerk should develop a plan, in conjunction with the Legal Department and operating Departments, to update all City Codes to remove references to functions of the City Clerk's Office (such as responsibility for abandoned vehicle tickets, grievance filing, etc.) that are no longer provided by the Office.**

5. CULTURAL SERVICES DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of the Cultural Services Department.

1. DEPARTMENT SUMMARY

The Cultural Services Department is comprised of seven divisions. The Albuquerque Biological Park (BioPark) operates the Rio Grande Zoo, the Aquarium, the Botanic Gardens and Tingley Beach. The Albuquerque Museum protects and displays the artwork and historical items of Albuquerque and New Mexico. The Anderson/Abruzzo Balloon Museum offers exhibitions and informative programs on the history, science and art of ballooning. The Albuquerque / Bernalillo County library system provides reading and research materials as well as access to electronically transferred information through 17 locations. The community events division operates the KiMo Theatre and the South Broadway Cultural Center providing stages for the interaction of performers, artists, and audiences and organizes large and small outdoor, multi-cultural gatherings throughout the City. The Old Town / New Fun program oversees the operation of an important community, tourist, commercial program in Old Town Albuquerque. The Public Art Enhancement Program manages the 1% for Art Program, the Urban Enhancement Trust Fund program and is a member of the Arts & Cultural Districts program. Strategic support provides central services, media resources, including operation of the local government access channel and marketing for the Department. The organization of the Department is shown below:



2. SUMMARY OF BEST PRACTICE ASSESSMENT

The project team reviewed the operations, staffing and management systems and practices in the Cultural Services Department. This review identified strengths, as well as opportunities for improvement. The Matrix Consulting Group has

developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations.
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational issues deserving further analysis (e.g., unavailable or outdated policies and procedures).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team

has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following best practices performance checklist is provided upon which the Animal Welfare Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

The table, which follows, presents a summary of the strengths and opportunities for improvement in the Cultural Services Department.

Best Management Practice	Yes	No	Unk.
General Department / Strategic Support			
A long-range Department strategic planning document (3 to 5 years) has been developed and is periodically reviewed.	√		
The Department generates monthly reports that include statistical and data summaries of programs such as attendance and costs versus revenues. This report is developed at as low a programmatic level as possible and practical.		√	
The Department has established written procedures for collecting, safeguarding, and disbursing cash.	√		
The Department evaluates programs and events by soliciting customer input and feedback.	√		
The organization of the Department clearly places accountability for customer service and other customer oriented functions among staff.	√		
The Department has established a formal written cost recovery policy for programs and events and these are adopted by the City Council.		√	
Foundations have been established to raise funds in supplement to City funds.	√		

Best Management Practice	Yes	No	Unk.
Library			
Do cardholders as percent of population exceed 65%.		√	
Does annual circulation per cardholder exceed 12 per year?	√		
Collection size per capita exceeds 3.		√	
Proportion of collection replaced per year exceeds 5%.		√	
Programs designed to reach numerous target audiences (children, adults, seniors, etc.). Program performance, quality and community feedback is tracked.	√		
Outreach efforts exist to get to audiences who cannot get to the library (e.g., homebound services)?	√		
There is a library technology master plan.	√		
A library website is maintained and is current; interactive services are offered through this portal.	√		
Volunteers are utilized to augment paid staff resources.	√		
Leveraging community resources (private, not-for-profit, Friends of the Library, etc.) to supplement City funds?	√		
Collections of “non-traditional” materials, including archival / cultural materials, audio-visual materials, Braille materials, etc.	√		
Museums			
Has attained accreditation or comparable status as having met standards of quality.	√		
The museums have clearly defined communities and directs itself to meeting the needs of its communities.	√		
Education is central to the mission as museums.	√		
The museums have oversight to ensure that it is meeting its missions and goals.	√		

Best Management Practice	Yes	No	Unk.
The museums use volunteers to assist in service delivery and customer service.	√		
Museum websites are maintained and are current; interactive services are offered through this portal to foster interest in and augment museum resources.	√		
Coordination exists with economic development and other municipal services to provide outreach to visitor and tourist populations.	√		
The museums can be utilized by the community for private events (under fee for service arrangements).	√		
Leveraging community resources (private, not-for-profit, foundations etc.) to supplement City funds?	√		
BioPark			
Has attained accreditation or comparable status as having met standards of quality.	√		
The BioPark has clearly defined communities and directs itself to meeting the needs of its communities.	√		
Education is central to the mission as a zoo, aquarium and botanical gardens.	√		
The BioPark has oversight to ensure that it is meeting its missions and goals.	√		
The BioPark uses volunteers to assist in service delivery and customer service.	√		
BioPark websites are maintained and are current; interactive services are offered through this portal to foster interest in and augment zoo, aquarium and botanical garden resources.	√		
Coordination exists with economic development and other municipal services to provide outreach to visitor and tourist populations.	√		
BioPark facilities can be utilized by the community for private events (under fee for service arrangements).	√		
Leveraging community resources (private, not-for-profit, foundations etc.) to supplement City funds?	√		

Best Management Practice	Yes	No	Unk.
Community Events			
Coordination exists with economic development and other municipal services to provide outreach to visitor and tourist populations for community events.	√		
Community impacts of events are estimated and service access and direct revenue production is monitored.		√	
Kimo Theatre – public and private events are encouraged to increase facility utilization.	√		
Fees and ticket prices for the Kimo are regularly monitored for cost recovery and market purposes.		√	
Leveraging community resources (private, not-for-profit, foundations etc.) to supplement City funds set aside for community events?	√		
Public Art			
A revenue stream exists to support art in public places.	√		
The City encourages private contributions to public art.		√	
The City acts as a coordinator for private art available to the public.		√	
A decision process on public art selection exists with standards, processes and objectives in place.	√		
Old Town			
Contracts are regularly reviewed for quality and cost effectiveness.		√	
Public complaints process exists and complaints are followed up on quickly.	√		
Coordination with other public services.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's analysis, the City should make several changes to the Cultural Services Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
While various divisions in the Cultural Services Department have created alternative revenue sources, there is no overall private revenue source which would give the Department the flexibility to seed new programs and services or further subsidize high priority services which have dipped in participation levels.	Encourage the creation of a foundation to support flexible, not restricted, external support to the Cultural Services Department.	Unknown revenue available through the creation of a general foundation
The City offers an extremely broad range of programs and services to citizens as well as to visitors which range from 17 libraries (14 in the City), several museums, an historical market, an historical house, a zoo, an aquarium, a botanical garden, abundantly stocked fishing ponds, numerous community and special events as well as a public arts program. Are all of these well attended and utilized? For those that generate revenue, does revenue meet acceptable levels?	Initiate an internal master planning process to, in part, develop cost recovery goals and increasing the revenue generated by the programs and services offered.	Depends on the results of the cost recovery targets developed
All revenue generated by the Cultural Services Department is returned to the General Fund. Would it make sense to create Enterprise Fund(s) to better allow for program tracking and monitoring program successes as well as improvement opportunities, seed new programs as well as assist in the development of cost recovery strategies?	The City should establish a mechanism – either an enterprise fund or other special fund, in which there is recognition for meeting revenue targets and incentives built in for exceeding established targets.	Depends on the results of the cost recovery targets developed

Issue	Analysis and Recommendations	Cost / (Savings)
There is many old systems and equipment utilized in the Cultural Services Department (e.g., Lotus Notes) which impedes its ability to use information efficiently and effectively.	Create a technology fund within the Department which replaces technology according to appropriate replacement cycles and funded according to the schedule and need. Evaluate whether grants or foundation support could be utilized for this.	Accelerated replacement of technology in the Department
The Cultural Services Department has a self contained system for buildings and grounds maintenance in spite of the fact that these services are also provided centrally in the Municipal Development Department. Is this duplication efficient and cost effective? Would it be feasible to merge these services internally or to contract them out to the private sector?	The Cultural Services Department should evaluate the consolidation of general maintenance under the Municipal Development Department or contracting for some (e.g., custodial) or all general maintenance services in the facilities it operates.	Depends on which services are consolidated or outsourced
The BioPark has an educational component in each of its service areas – zoo, aquarium and botanical gardens. These services are a mixture of full-time staff, temporary employees and volunteers. Are there opportunities to utilize these resources differently to maximize their usefulness in educational programming at the BioPark.	Where possible, cross train staff dedicated in whole or in part to educational activities. This recommendation has no cost implications. If the City cannot modify its policy on temporary part-time positions, convert Biopark educational positions who are temporary part-time to permanent part-time in order to avoid the cycle of hiring, laying off and rehiring with a view to eventual termination. This action could increase costs modestly if fringe benefits would need to be paid to new permanent part-time positions.	Additional fringe benefit costs
The Public Art / Urban Enhancement program is entirely supported through the City's CIP process. Are there opportunities to increase public art through the encouragement of private entities to participate in this municipal goal?	Take steps to encourage and even require art in private places through outreach, policy or ordinance and support.	None, additional revenue from private sources or additional art in public places
Are there opportunities to reduce the number of the City's library branches? Can it support all 17 branches (14 in the City and 3 in the County) with materials and staff to be able to deliver service adequately? Several branches also need significant upgrading.	The Albuquerque / Bernalillo County Public Library system should evaluate the need for all 17 branch libraries based on size and circulation as well as distance from other library resources and capital replacement needs.	Depends on the results of the master planning process

4. DISCUSSION OF ISSUES

Additional details regarding each of the above issues can be found in the following pages.

CULTURAL SERVICES

Creation of an Umbrella Foundation to Flexibly Assist Department Services

Issue:

While various divisions in the Cultural Services Department have created alternative revenue sources, there is no overall private revenue source which would give the Department the flexibility to seed new programs and services or further subsidize high priority services which have dipped in participation levels.

Current Situation:

The Cultural Services Department and its various divisions, have implemented several non-general fund revenue enhancement mechanisms to support specific programmatic areas. These include the following:

- A library foundation as well as a 'friends of the library' organization established as a private non-profit entity by patrons. The Friends provide about \$180,000 per year and the Foundation about \$100,000.
- The Museum Foundation generates about \$1 million per year.
- Foundation in support for the BioPark (zoo, aquarium, botanical gardens and the community fishing ponds). This foundation generates between \$800,000 and \$900,000 per year.
- Creating a 501(c)3 to support the Kimo Theatre, which is expected to generate about \$200,000 per year.
- Various external supporting efforts, including not for profit organizations and private firms, for individual special and community events.
- Moreover, the public arts / urban enhancement program is funded through the City's capital improvement program. There is a movement to create a foundation for these efforts too.
- Finally, various State and other grants help support specific Department purposes (e.g., NM State Grant in Aid for the Public Library).

These external support mechanisms bring much revenue into the Cultural Services systems to cover expenses not available from municipal resources. For example, last year the Library brought in over \$287,000 in revenue from other sources.

Analysis and Discussion:

While use of foundations and similar revenue enhancement mechanisms are extremely valuable to the Department and the services it provides especially during continued economic distress, the use of single purpose foundations impedes its ability to accomplish the following:

- Support programs going through transition in which attendance may lag while the service delivery system undergoes change (for example, the Balloon Museum).
- Fund new programs and services for the community (for example, new museums or expansions to existing museums).
- Support programs and services which do not have significant other forms of fee or related revenue generation (e.g., public art or certain community events).
- Single purpose revenues obtained through external sources such as foundations may not be expended on the highest priority needs of the Department.

While it is true that any revenue generated from external sources could be viewed as focusing general fund revenue on other areas of need, these funds may not grow commensurate with programmatic need. As a result, a concerted effort to encourage the creation of a Cultural Services Foundation could be of great value to the Department and to the City. This approach could be directed to individuals and corporations.

If initial efforts support the success of this concept, the Department could add a position whose sole role is to support general fundraising through this foundation and other more functional revenue sources.

Recommendations:

- **Encourage the creation of a foundation to support flexible, not restricted, external support to the Cultural Services Department.**

CULTURAL SERVICES

The Development of a Cost Recovery Strategy and Cost Recovery Targets

Issue:

The City offers an extremely broad range of programs and services to citizens as well as to visitors which range from 17 libraries (14 in the City), several museums, an historical market, an historical house, a zoo, an aquarium, a botanical garden, abundantly stocked fishing ponds, numerous community and special events as well as a public arts program. Are all of these well attended and utilized? For those that generate revenue, does revenue meet acceptable levels?

Current Situation:

Albuquerque's Cultural Services Department offers a wide array of programs and services to citizens of the City, County and region. Just a sampling of service and activity indicators for these programs include the following:

Albuquerque Museum

- Attendance of 125,000.
- Children visitations of 14,000; seniors 20,000.
- Special event attendance of 41,000.
- Attendance at Casa San Ysidro 8,400.

Balloon Museum

- Total attendance of 98,906
- Total student field trips 43,800

BioPark

- Annual total attendance 1,200,000.
- Number of animals in the zoo 1,065.
- Number of animals in the aquarium 11,293
- Events booked at the BioPark 101; educational events in the Bio Park 58.
- Number of fished stocked 52,090.

Public Library

- The Library has been in the forefront of innovation and technology – for example, it was early to self check and now 80% of materials are self-checked; it also circulates 34 Kindle readers and are adding Sony e-readers. Total e-books and e-videos downloaded in 2012 of 8,200. Other downloads of 55,000.
- Total circulation of all materials 4,900,000
- Total library visits 2,500,000
- Collection turnover rate of 3.70
- Total attendance at library programs of 105,000
- Total reference questions of 415,000

Public Art / Urban Enhancement

- 10 public arts works initiated with 7 completed.
- 30 public arts works conserved.
- 23 arts organizations funded and supported.

Community / Special Events

- KiMo rentals – 73 with attendance of 30,558
- Kimo City sponsored events – 27; cinema events – 34 with attendance of 1,383
- Total KiMo sold tickets – 20,000
- Old Town participating vendors – 5,450 with rental revenue generated of over \$60,000 per year. Total visits for special events only is estimated at over 40,000 per year.
- South Broadway Cultural Center – auditorium rentals 50 and total attendance of over 107,500. Revenues were \$53,098.
- SBCC visual artists participating in the gallery 267; with 1,786 participating at art receptions.
- Total special events sponsored by the City was 11 with attendance of:
 - Summerfest – 4 events totaling over 120,000 attendees
 - Twinkle Light Parade – 21,000
 - Memorial Day – 1,100
 - Arts in the Park – 2,250
 - Freedom Fourth – 45,000 to 60,000
 - Concert Band – 500
 - Number of special event permits – 113

Many of these programs generate revenue through fees and charges. Cost recovery levels, consistent with most "Cultural Services" programs across the country are low, as demonstrated in the following table:

Revenue Source	Budgeted Fees 2012	% Attrib. Spec. Program	Notes
Solicitation Permits	\$5,000		
Old Town Vendors	\$65,000		% of all Old Town costs
Silvery Minnow	\$61,000		
Special Events	\$4,000	<1%	Includes SBCC
Balloon Museum	\$65,000	7%	
Museum	\$95,000	3%	Museum and CSY
Casa San Ysidro	\$3,000		
Zoo Education Programs	\$40,000		
Zoo Rental Fees	\$50,000		
BioPark Events	\$11,000	28%	% of all Bio Park costs
Zoo Admissions	\$2,000,000		
Aquarium / Botanical Admissions	\$1,200,000		
Library Services	\$1,139,000	1%	
South Broadway Cultural Center	\$1,000		
Total Fees and Charges	\$4,739,000	14%	

As shown in the table above, overall fee and charge related revenue is about 14%. While this may seem low, it is not unusual for large and diversified "Cultural Services" functions in a larger city (Fort Lauderdale, for example, recovers about 11% of its costs through fees and charges).

There are several revenue fund categories, however, that generate little or no revenue for the Cultural Services Department, including:

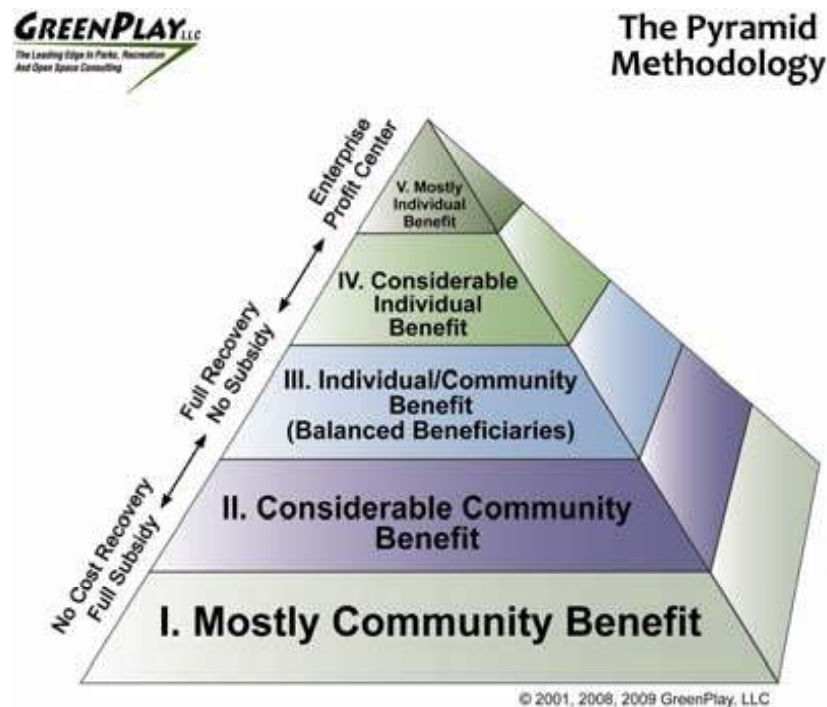
- The Kimo Theatre (\$0)
- Concessions, primarily at the BioPark (\$0)
- The South Broadway Cultural Center (\$1,000)
- All community events (\$4,000), though there is typically revenue brought into the City through these events.

The next section examines the subject of the appropriateness of fees and charges for Cultural Services functions.

Analysis and Discussion:

There is no overall benchmark target for the functions included in the Cultural Services Department – the mix of functions as well as the depth and quality varies so greatly. This even affects the individual functions within the Department. The size of a jurisdiction also matters greatly. In library services, for example, it is not uncommon to see revenue from fines, fees and charges to range between 1% – 3% for larger cities such as Albuquerque.

It is important for a city to determine the appropriateness of cost recovery based on individual versus community benefit in a direct way – the more a service benefits an individual the greater should be the level of cost recovery. The “Cost Recovery Pyramid”, developed for cultural services / parks and recreation functions by GreenPlay provides a graphic for the types of decisions which Albuquerque should make regarding cost recovery. This is shown below:



The following cost recovery targets could be utilized by the City of Albuquerque for its Cultural Services Department:

- For “Mostly Community Benefits” such as special and community events – 0% to negligible cost recovery.
- For “Considerable Community Benefit” such as libraries and museums – 25% cost recovery.
- For “Individual / Community Benefit” such as zoos, the aquarium and botanical gardens – 50% cost recovery.
- For “Considerable and Mostly Individual Benefit” such as educational classes – 50% – 100%.

The Cultural Services Department needs to embark on a master planning effort to include the cost and revenue targets for each program in its service offering. In this era of declining general fund revenue this and other processes will lead to a greater degree of protection against competing interests,

Recommendations:

- **Initiate an internal master planning process to, in part, develop cost recovery goals and increasing the revenue generated by the programs and services offered.**

CULTURAL SERVICES

Should the City Establish Enterprise Fund Accounting for the Cultural Services Department?

Issue:

All revenue generated by the Cultural Services Department is returned to the General Fund. Would it make sense to create Enterprise Fund(s) to better allow for program tracking and monitoring program successes as well as improvement opportunities, seed new programs as well as assist in the development of cost recovery strategies?

Current Situation:

Currently, all revenue generated by the City’s Cultural Services Department are returned to the general fund. Each month, the revenue generated by the Department in its Special Revenue Accounts is swept into the general fund. While revenue generated by the Department is captured by fund / function and shown in the City’s annual budget there is no incentive system built into the process.

Analysis and Discussion:

The City should consider There are many advantages to enterprise fund accounting, including:

- Ability to determine if the service is meeting cost as well as revenue targets.
- Ability to determine the cost of service.
- Ability to make decisions regarding the amount of public subsidy based on public benefit.
- Ability to incentivize the service if cost recovery goals are exceeded.

The making of functional managers more accountable are central to the concept of fund accounting. It is not necessary to establish full enterprise fund accounting in the Cultural Services Department to achieve this – the ramification for other functions in the City could be widespread. What is critical in this approach is to (1) understand the cost of each service; (2) to develop individual service cost recovery goals and targets; and (3) to develop an accountability or incentive system for managers who meet or exceed goals of cost and cost recovery. In this system costs should be better managed and revenue appropriately maximized and better tied to community goals.

Recommendations:

- **The City should establish a mechanism – either an enterprise fund or other special fund, in which there is recognition for meeting revenue targets and incentives built in for exceeding established targets.**

CULTURAL SERVICES

Technology in Use in the Department

Issue:

There is many old systems and equipment utilized in the Cultural Services Department (e.g., Lotus Notes), which impedes its ability to use information efficiently and effectively.

Current Situation:

In administrative functions within the Department as well as reportedly in selected service sites, very old computer systems are in place to accomplish such tasks as the following:

- Track applications.
- Track activity and attendance.
- Conduct word processing and develop spreadsheets.
- Old email and scheduling software.

Antiquated systems utilized include Lotus 1-2-3, Lotus Notes and Word Perfect.

Analysis and Discussion:

Technology which does not reflect modern advancements in ease of use and robustness, which cannot easily be supported internally or externally, which does not have a significant user community in the City or may not function effectively (e.g., persistent crashes) is technology which will not be utilized to the extent needed or intended. It may also decrease efficiency and effectiveness if it is non-functioning much of the time.

The existence of 10-20 year old computer systems indicates that this has not been a priority for the Department. This 'hidden drag' on productivity for staff in the organization.

A technology plan should be created which includes appropriate technologies, replacement targets and funding sources. It should be evaluated if this is an area in which grant or foundation support could be directed.

Recommendations:

- Create a technology fund within the Department which replaces technology according to appropriate replacement cycles and funded according to the schedule and need. Evaluate whether grants or foundation support could be utilized for this.

CULTURAL SERVICES

Outsourcing or Merging of General Maintenance

Issue:

The Cultural Services Department has a self contained system for buildings and grounds maintenance in spite of the fact that these services are also provided centrally in the Municipal Development Department. Is this duplication efficient and cost effective? Would it be feasible to merge these services internally or to contract them out to the private sector?

Current Situation:

As a Department with a large number of facilities within its scope of responsibility, including specialized and maintenance intensive ones such as a zoo, aquarium, botanical gardens, 17 libraries, and several museums, it has many maintenance personnel in its organization. These include:

- Central building maintenance staff – a Supervisor, four (4) General Maintenance and Service Workers as well as two (2) Custodians.
- Several maintenance staff at the museums, including – a Supervisor and a General Service Worker at the Balloon Museum.
- The BioPark's Maintenance Sections include – a Building Maintenance Coordinator, two (2) Building Maintenance Supervisors, seven (7) Laborers, two (2) General Maintenance Workers, an Electrician and other contract personnel.
- The South Broadway Cultural Center has a Custodian and a General Service Worker.

- Finally, the City / County Library has a Building Maintenance Coordinator, a Building Maintenance Supervisor, a Laborer and two (2) General Maintenance Workers plus additional contract custodians.

In all, there are over 29 City employees maintaining Cultural Services Department facilities in addition to contract personnel mostly dedicated to custodial services.

These staff are dedicated to general maintenance only, it excludes specialized staff dedicated to water quality at the Aquarium, gardeners, as well as CIP staff.

Analysis and Discussion:

While this issue is taken up in the Chapter of this report on Cross Functional Issues, the number of maintenance and custodial staff in the Cultural Services Department needs to be called out in this Chapter of the report.

Apart from the issue of the number of staff required to perform maintenance based on the scope of responsibility / number of square feet under maintenance, there are strong reasons to consider either outsourcing of general maintenance or consolidation within the City. These reasons include the following:

- There are advantages in the professional management of facilities maintenance.
- Management and supervisory personnel can be consolidated based on spans of control, location of facilities, etc.
- Workloads and schedules of staff can be balanced and optimized.

Opportunities to merge or outsource general maintenance in all of some Cultural Services facilities should be investigated in pursuit of these advantages.

Recommendations:

- **The Cultural Services Department should evaluate the consolidation of general maintenance under the Municipal Development Department or contracting for some (e.g., custodial) or all general maintenance services in the facilities it operates.**

CULTURAL SERVICES

The Use of Program / Educational Staff in the BioPark

Issue:

The BioPark has an educational component in each of its service areas – zoo, aquarium and botanical gardens. These services are a mixture of full-time staff, temporary employees and volunteers. Are there opportunities to utilize these resources differently to maximize their usefulness in educational programming at the BioPark.

Current Situation:

Currently, there are a variety of staff and volunteer resources at the BioPark to provide educational services to the public. These resources include the following (in whole or in part):

- Full-time staff include:
 - An Education Section comprised of four (4) full-time staff.
 - Five (5) full-time Curators at the zoo dedicated to animal classes: (1) reptiles, (2) birds and (3) mammals.
 - One Curator at the Aquarium and Tingley / Refugium.
 - Eight (8) staff at the Botanical Gardens who are involved in plant care, exhibits and education.
- Temporary part-time staff dedicated to educational programming at all BioPark facilities. There are 10 part-time temporary staff assigned to the Education section in addition to other part-time temporary staff in facility sections who assist with education and education support roles.
- Volunteers who assist with education, act as docents and other educational / visitor support roles. In 2012 over 500 volunteers are projected to provide over 19,000 hours of service to the BioPark, most in education / educational support roles.

These staff and volunteers perform a wide variety of important educational roles for the BioPark in support to the over 1.2 million visitors estimated to come to one or more of the facilities in 2012.

Analysis and Discussion:

There are two issues with respect to approaches to fulfilling the educational role at the BioPark. These issues are:

- There is limited cross training among educators at the BioPark beyond the staff assigned to the Education Section. For example, there are three dedicated educators at the zoo each dedicated to a different animal family.
- The use of temporary part-time staff, while a citywide issue, is a particular issue for the Cultural Services Department in general and the BioPark in particular. Part-time temporary staff are hired into 'knowledge positions' such as educators. However, a Human Resource policy in the City dictates that temporary employees can only work up to two years in that capacity then must take three (3) months off of the temporary assignment and can only work a maximum of four (4) years in that capacity.

With respect to the first issue, cross training of existing educational staff, the only personnel who have the opportunity to be cross trained are those at the zoo. Cross training has a number of advantages, including:

- Balancing the utilization of staff who might have less or more educational workload at a particular time.
- Increasing the need to find resources elsewhere, or suspend programming, during periods of leave or position turnover.
- Increasing the focus of educational staff to a wider audience.

For these reasons educational staff at the zoo (and potentially elsewhere in the BioPark) should be cross trained.

The Human Resources policy of the City to "term-out" part-time temporary positions is a laudable one – it keeps the City from relying on staff classified as a mechanism to avoid paying fringe benefits. This approach impacts the use of part-time personnel in functions such as education in the BioPark – students or other people who may want only part-time employment cannot be committed to for the long term. As a result, positions may be lost to the organization who have much institutional memory and are valuable assets to the City in terms of the services they provide to visitors to the BioPark.

As a result, the City should either reconsider restrictions on temporary part-time positions either globally or for specific functions or the City should convert these positions to permanent part-time ones.

Recommendations:

- **Where possible, cross train staff dedicated in whole or in part to educational activities. This recommendation has no cost implications.**
- **If the City cannot modify its policy on temporary part-time positions, convert Biopark educational positions who are temporary part-time to permanent part-time in order to avoid the cycle of hiring, laying off and rehiring with a view to eventual termination. This action could increase costs modestly if fringe benefits would need to be paid to new permanent part-time positions.**

CULTURAL SERVICES

Encouragement of Private Art in Public Places and Private Funding for Public Art

Issue:

The Public Art / Urban Enhancement program is entirely supported through the City's CIP process. Are there opportunities to increase public art through the encouragement of private entities to participate in this municipal goal?

Current Situation:

The City of Albuquerque was an early leader in the support of art in public places. Starting in 1978, this initiative sets aside 1% of City construction funds derived from the general obligation bond program and certain revenue bonds (e.g., the Airport has had set asides for art there in two bonding efforts) for the purchase or commission of works of art. Additional aspects of the Albuquerque Public Art Program include:

- The Albuquerque Cultural Plan, an adopted City plan that advocates for arts education.
- The Urban Enhancement Trust Fund, a public trust that supports a broad variety of arts, cultural projects and services. This fund was created through the use of a judgment against Sandia Labs in 1978 from which some funds have been utilized for 'urban enhancement'. Originally utilized for hardscape projects in the City (medians and parks), over time it was utilized to help fund art groups in the community.
- The Collection Conservation Program that assures high quality care and maintenance of the works of art.

- Encourages and supports private arts efforts in the City. Notably, this effort was realized at the Uptown Mall's use of public space at the shopping center for public art.
- It should be pointed out the Community Development Block Grant funds (CDBG) are not utilized in support of public art or local art groups.

The Public Art program has a staff of 4 FTE.

Analysis and Discussion:

As noted above, one of the roles of the Public Art / Urban Enhancement program is the encouragement and support for art on private property. This role has not been a significant part of their scope of responsibility. Given that funds from the 1% of CIP are fixed in each bonding cycle, the encouragement of art in private places should be encouraged further. This could be enhanced through the following:

- Outreach to large properties downtown and adjacent areas, including – other shopping centers, office buildings, the University, etc. Outreach could be accomplished by staff, the use of flyers and the internet.
- Developing an ordinance in the City through which a certain percentage of a large improvement project be dedicated to public art on the site being built upon. Many cities do this, often with 1% – 2% of a construction project dedicated to public art on the property.
- Developing a database of artists for use by property developers to contact for potential commissions at private sites.

These approaches can increase art in the community by augmenting public sources with private ones.

Recommendations:

- **Take steps to encourage and even require art in private places through outreach, policy or ordinance and support.**

CULTURAL SERVICES

The Number of Branches in the City's Library System

Issue:

Are there opportunities to reduce the number of the City's library branches? Can it support all 17 branches (14 in the City and 3 in the County) with materials and staff to be able to deliver service adequately? Several branches also need significant upgrading.

Current Situation:

The Albuquerque Public Library is a regional cooperative library system which serves the City and Bernalillo County – in all, about 1,000 square mile service area including about 640,000 population. The system has 14 City branch libraries and 3 County branch libraries (17 in total). The Albuquerque Public Library has 113 full-time employees and 26 part-time employees. There is also an use of volunteers (18,000 hours in 2012). extensive use of volunteers (18,000 hours in 2012). Several facilities are being remodeled or are planned for remodeling, though several others are in need.

The project team's analysis of library operations and services focused on a comparison to 'best management practices'. Over the years, the project team has developed a list of performance target based on its work with other library systems as well as standards developed by other State Library Associations and the American Library Association. A comparison with just a few of the major indices indicates that the Albuquerque Public Library system, while mixed in meeting best practice indicators, compares quite favorably with similarly sized jurisdictions:

- At 53% of the population the combined Public Library system is below the benchmark of 65%. However, this benchmark is not commonly reached among similarly sized Southwestern libraries, as shown below:

El Paso, TX	28%
Colorado Springs, CO	47%
Pima County, AZ	52%
Albuquerque	53%
Oklahoma City, OK	57%
Austin, TX	62%
Fort Worth, TX	69%
Tulsa, OK	70%
Salt Lake City, UT	77%
Maricopa County, AZ	87%

- With total annual circulation of almost 5 million, or 15 per cardholder, the Public Library exceeds the benchmark of 12 per cardholder per year. However, Albuquerque is in the middle of the pack with respect to this benchmark too among similarly sized Southwestern libraries, as shown below:

El Paso, TX	2.4
Pima County, AZ	5.1
Austin, TX	5.6
Fort Worth, TX	5.7
Albuquerque	7.9
Oklahoma City, OK	8.5
Maricopa County, AZ	9.5
Tulsa, OK	9.5
Colorado Springs, CO	15.7
Salt Lake City, UT	19.5

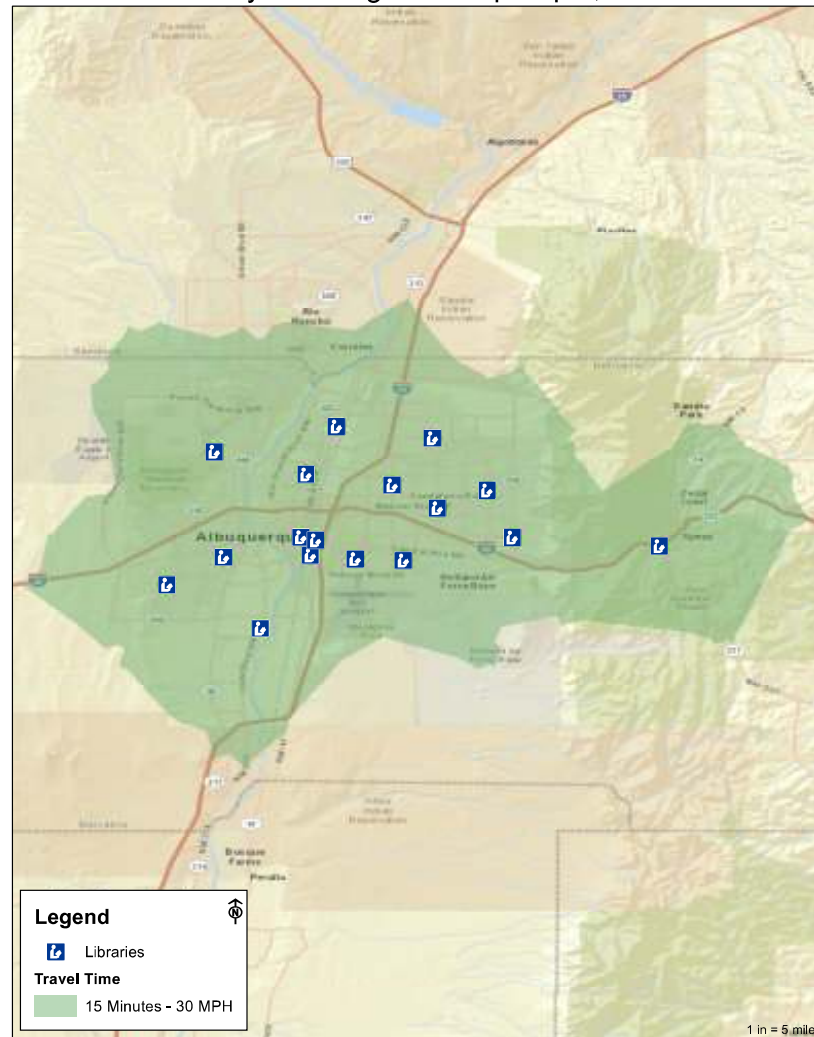
- With about 2 items in the collection per capita, the Public Library misses the benchmark of 3 per capita. However, Albuquerque is in the middle of the pack with respect to this benchmark too among similarly sized Southwestern libraries, as shown below:

Maricopa County, AZ	1.1
Pima County, AZ	1.4
Fort Worth, TX	1.5
El Paso, TX	1.5
Oklahoma City, OK	1.6
Austin, TX	1.9
Albuquerque	2.0
Salt Lake City, UT	2.6
Tulsa, OK	2.9
Colorado Springs, CO	3.9

- All program and service benchmarks the Albuquerque / Bernalillo County Library system meets, including:
 - Availability of materials and programs for special audiences (e.g., seniors).
 - Outreach efforts.
 - Use of volunteers
 - Leveraging outside resources (e.g., foundations, friends of the library).

The Albuquerque / Bernalillo County Library is well penetrated in the community with branch libraries as the map, below demonstrates.

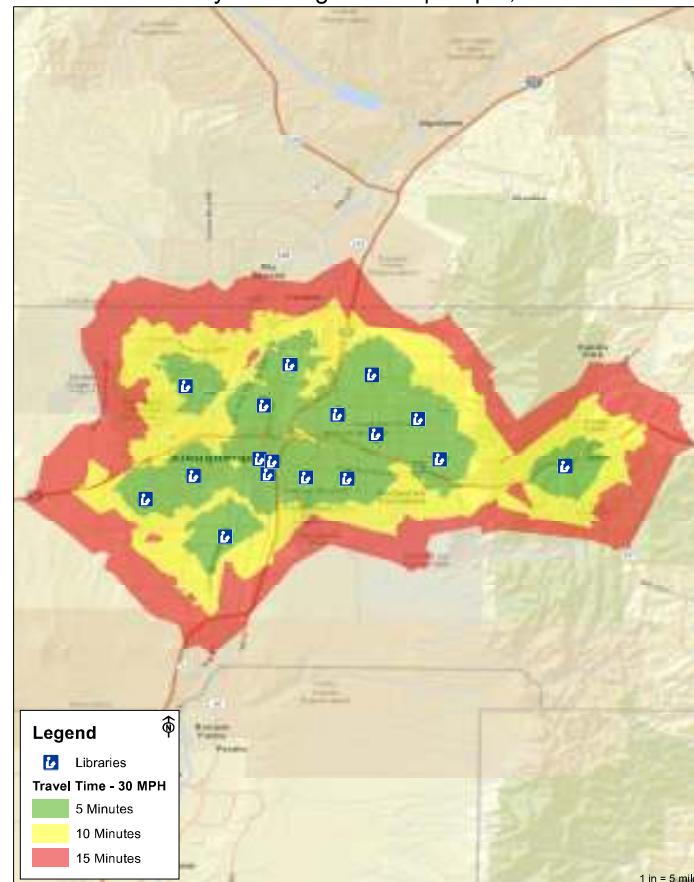
Library Coverage - Albuquerque, NM



Analysis and Discussion:

The map, below, demonstrates just how well distributed in the City and County branch libraries are. The map shows that virtually the entire City and the vast majority of the County has a drive time of 10 minutes or less to any branch.

Library Coverage - Albuquerque, NM



Given the cost to operate the most basic branch library, the City / County Library system should evaluate the need to continue operations at all branch locations. An internal master planning process should be initiated which focuses on the following elements:

- The size of each branch library and its ability to be a fully functioning neighborhood or community library, as appropriate.
- The circulation at each as well as participation rates for various children's and adult programs.
- The distance from other library locations based on a reasonable drive distance to alternatives as the illustrative GIS map, above, demonstrates.
- Whether there are significant capital improvement needs associated with each library in question.

Recommendations:

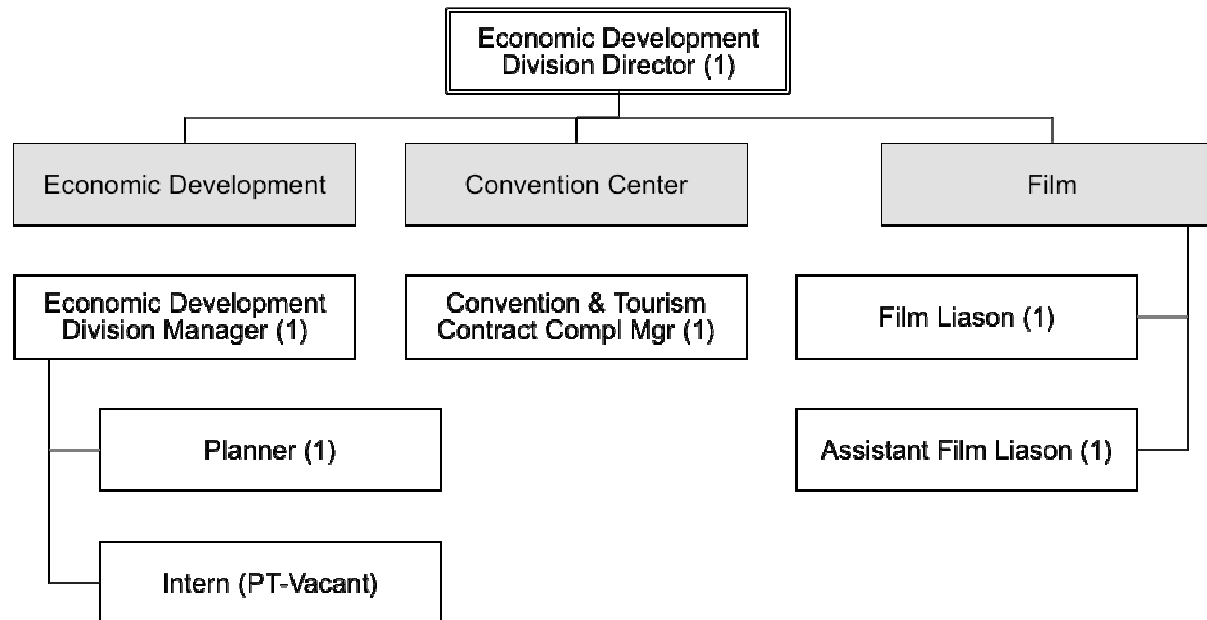
- **The Albuquerque / Bernalillo County Public Library system should evaluate the need for all 17 branch libraries based on size and circulation as well as distance from other library resources and capital replacement needs.**

6. ECONOMIC DEVELOPMENT DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of the Economic Development Department.

1. DEPARTMENT SUMMARY

The Economic Development Department is composed of three divisions: Economic Development, Convention Center Contract Compliance, and Film Liaison. The overall plan of organization of the Economic Development Department is shown in the following chart:



2. SUMMARY OF BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may be unable, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Economic Development Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Convention Center			
The number of events for the Convention Center is increasing in 2011-12 versus 2010-11.	√		
The total adjusted gross income for the Convention Center is increasing in 2011-12 versus 2010-11.	√		
The total indirect expenses for the Convention Center for fiscal year 2011-12 are decreasing versus 2010-11.		√	
The net loss for the Convention Center for fiscal year 2011-12 is decreasing versus 2010-11.		√	
The contract operator of the Convention Center manages the parking for the Convention Center		√	
A joint marketing plan for the convention center has been developed by the ACVB and SMG that properly link the two organization's joint efforts and the associated community ROI.		√	
The convention center facility enables the City to effectively compete for trade shows, conventions, consumer shows, meetings, etc.		√	

Best Management Practice	Yes	No	Unk.
Film Liaison			
Albuquerque is rated in the “Top Ten” by <i>MovieMaker</i> Magazine to Best City to Live, Work, and Make Movies	√		
The film and media expenditures in the local Albuquerque area exceed the annual operating costs associated with the City's Film Liaison	√		
Economic Development			
Economic Development has developed a economic development strategic plan		√	
The responsibility for economic development has been consolidated in the Economic Development Department		√	
Economic Development provides assistance to small businesses to provide classroom and on-the-job training for newly created jobs in expanding or relocating businesses ad reimbursing (partially) the wages of employees during training.	√		
Economic Development provides economic development incentives that enable Albuquerque to compete with other states despite the higher corporate income tax and sales tax	√		
There is effective coordination of economic development between the State, the County, and the City of Albuquerque.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team’s analysis, the City should make several changes to the Economic Development Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
A joint marketing plan for the convention center has not been developed by the ACVB and SMG that properly links the two organizations' joint efforts and the associated community ROI.	The ACVB and SMG should develop a joint marketing plan for the convention center that properly links the two organizations' joint efforts and the associated community ROI. The co-authored marketing plan should include a corresponding budget and detail on the full range of marketing disciplines to be utilized, including advertising, public relations, print and digital collateral development, promotional activities, sales trips, familiarization tours, and trade show attendance, etc.	\$0
Should the City continue to manage the parking for the convention center (versus the contract operator for the convention center)?	The contract operator of the convention center should manage parking for the convention center.	\$150,000 (one-time)
Should the City prepare a master plan for the Convention Center?	The City should prepare a master plan for the Convention Center.	\$0
Should the Economic Development Department develop an economic development strategic plan?	The Economic Development Department should develop an economic development strategic plan.	\$0
Should the Redevelopment Section continue to be located organizationally in the Planning Department?	The Redevelopment Section should be reallocated to the Economic Development Department.	\$0

Additional details regarding each of the above issues can be found in the following pages.

ECONOMIC DEVELOPMENT

Marketing of the Convention Center

Issue:

Has a joint marketing plan for the convention center been developed by the ACVB and SMG that properly links the two organizations' marketing efforts and the associated community ROI?

Current Situation:

At the present time, the two organizations have not developed a joint marketing plan.

Analysis and Discussion:

The main driver of the City's business tourism push, the City's convention center, had an occupancy rate of 27% in fiscal year 2012, about half the national average for convention centers its size. The two nonprofit organizations charged with filling the center on a long-term basis booked 14 of the 336 events held at the center during the year. SMG, which manages the convention center, booked the remainder of those events.

The City's convention center faces a number of challenges in competing against its peers (e.g., Reno, Salt Lake City, Oklahoma City, Portland, Phoenix, Denver, etc.). However, industry data shows that the majority of events, 50%, need 120,000 square feet or less of exhibition space. Approximately 75% of the market can be accommodated by the City's convention center. There are significantly more events requiring under, rather than over, 300,000 square feet of exhibit space.

Clearly, Albuquerque should be able to compete effectively for much of the convention center business with its peers. [However, the limitations should also be acknowledged. Albuquerque faces limitations in terms of the size of its convention center versus its peers and the number of committable hotel rooms within one mile of the convention center versus its peers.] In addition, convention center studies in Miami, Miami Beach, Kansas City, Salt Lake City and Washington D.C. have indicated that a near-term expansion of exhibit space may not be supported by macro industry conditions. The convention center industry may have approached a period of time where equilibrium may direct facility development away from the routine tremendously large expansions of space, and into a period of more refined or

targeted expansions. This may include improved meeting and general session space, enhanced technology, physical upgrades and greater focus on the attendee experience outside the center (such as visitor entertainment). Albuquerque is making targeted facility upgrades for its convention center. These upgrades will include a territorial style facade, new kitchen, new carpeting, a food court and a refinished exterior.

The metrics and these upgrades to the convention center suggest that more effective and better-coordinated marketing and sales of the convention center are necessary at this time. The upgrading of the convention center will make it more competitive with its peers, and the size of the facility is sufficient to handle many events already.

In any community, it is critical for the two different organizations that market and operate the convention center to closely coordinate their efforts. There are industry-wide issues that typically arise between two different organizations. These issues include the following:

- A convention center / visitors bureau management is typically incentivized and rewarded for achieving room night goals and, to a lesser degree, convention center revenue objectives;
- Convention Center operators are almost solely evaluated by government in terms of the financial operations of the convention center;
- A convention center operator, while evaluated based on financial performance, often has little control over the convention center sales and marketing process; and
- Convention center / visitors bureau management is willing to argue for highly reduced or waived convention center rent in order to book an event, while a convention center operator may rather book a local event with limited room nights, but that generates significant center revenue.

The need for more effective coordination is substantiated in best practices published by the Destination Marketing International and the International Association of Assembly Managers. Destination Marketing International and the International Association of Assembly Managers, in their *Best Practices - Convention Center Sales and Convention Center Operations: A Report from the Joint Study Committee* stated that “the relationship between the DMO [Destination Marketing organization] and convention center management is often at odds as their missions and performance evaluation are based on different, often competing objectives. The DMO management is focused on using the convention center as a tool to sell hotel room nights which is often the source of their revenue and a primary source

of revenue to retire bonded debt on the convention center itself. Conversely, convention center management is charged with meeting critical financial operating performance that often limits flexibility in rental pricing to respond to competitive realities or reduce demand on the general fund of the associated governmental authority.”¹

The report recommended that the DMO and the convention center management should “commit to the development of a joint marketing plan for the Convention Center, recognizing the efforts of the DMO will be focused on convention holding groups outside of the agreed upon timeframe, usually 12-18 months, and that the efforts of the Convention Center sales staff are likely concentrated inside of the same timeframe. Develop an understanding of the importance of the trade and consumer show market to the financial operating performance of the Convention Center and establish a joint commitment to those local and repeating shows that drive critical operating profit for the Center while maximizing available dates for convention holding groups. Consideration of the needs and required cooperation of other industry partners especially the hotel community must be included in the market planning process.”

The report further recommended that the DMO and the convention center management:

- Ensure that the plan properly addresses all market segments and commits to a targeted mix of business that aligns itself with each groups’ organizational performance expectations;
- Ensure that resource deployment strategy is properly aligned with the stated performance objectives and differentiate specific responsibilities for sales by market segment;
- The co-authored marketing plan should be released with a corresponding budget and detail on the full range of marketing disciplines to be utilized including advertising, public relations, print and digital collateral development, promotional activities, sales trips, FAMS, and trade show attendance, etc. The budget should include both revenue and expense detail including sources of funds;
- Commit to a joint release of the co-authored marketing plan / budget and distribute to all local constituencies and stakeholders. Build expectations about performance that properly link the two organization’s joint efforts and the associated community ROI;

¹ Destination Marketing International and the International Association of Assembly Managers, *Best Practices - Convention Center Sales and Convention Center Operations: A Report from the Joint Study Committee, August 2007.*

- Consider joint development of a convention center website that includes all available or developed promotional media in support of the product. The website should also include information on all operational considerations required of any customer/user. Build the one-stop shop for all potential users of both the convention center and the corresponding destination amenities and services available. If an independent site is not practical ensure that the destination site and the convention center site are effectively linked and co-branded to maximize search results.

Recommendations:

- **The Economic Development Department should manage and direct the development of a joint marketing plan by the ACVB and SMG that properly links the two organizations' marketing efforts and the associated community ROI.**

ECONOMIC DEVELOPMENT

Management of Parking at the Convention Center

Issue:

Should the City continue to manage the parking for the convention center (versus the contract operator for the convention center)?

Current Situation:

At the present time, the City manages the parking for the convention center.

Analysis and Discussion:

The responsibility for the operation of the convention center should not be fragmented. The contract operator of the convention center should be responsible for the operation of the convention center, including parking. The operator needs to be held accountable for all aspects of the convention center, including parking.

Recommendations:

- **The City should assign responsibility for the management of the parking at the convention center to the contract operator of the convention center.**

ECONOMIC DEVELOPMENT

Master Plan for the Convention Center

Issue:

Should the City develop a mater plan for the Convention Center?

Current Situation:

The City will be making a \$20 million facelift of the Convention Center that will include a territorial style facade, new kitchen, new carpeting, a food court and a refinished exterior. The west side of the Convention Center is nearly 40 years old, and the east side is nearly 20 years old. Older facilities such as Albuquerque's find it more difficult to compete for conventions.

Analysis and Discussion:

The City's convention center faces a number of challenges in competing against its peers (e.g., Reno, Salt Lake City, Oklahoma City, Portland, Phoenix, Denver, etc.). These challenges are noted below.

- The population of Albuquerque MSA is lower than its peers. Only Reno has a lower population than Albuquerque.
- The number of corporations with 50 or more employees in Albuquerque is lower than its peers. Only Reno has a lower number of corporations with 50 or more employees than Albuquerque.
- Albuquerque has fewer total committable hotel rooms than its peers. Only Oklahoma City has fewer committable hotel rooms than Albuquerque. Albuquerque also has fewer total committable hotel rooms within one (1) mile of the convention center than its peers, with the exception of Oklahoma City.
- Albuquerque charges a lower hotel tax than its peers, with the exception of San Diego and Oklahoma City. Many of the competitive and comparable markets utilize hotel tax revenue to fund convention and visitors bureau and facility operations.

- Albuquerque has less exhibit space and breakout meeting room square footage than its peers, with the exception of Oklahoma City.
- Albuquerque has a lower ratio of exhibit space to breakout meeting rooms than its peers, with the exception of Oklahoma City and Denver.
- Albuquerque offers lesser ballroom space than its peers, with the exception of Oklahoma City, Denver, and Reno.
- Albuquerque offers a lower ratio of exhibit space to ballroom space than its peers, with the exception of Portland and Oklahoma City.
- Albuquerque has less total sellable convention center space than its peers with the exception of Oklahoma City.

Clearly, the facility limitations of the City's convention center impact its ability to compete with its peers. Marketing alone cannot resolve this problem.

Recommendations:

- **The City should develop a master plan for the Convention Center.**

ECONOMIC DEVELOPMENT

Development of an Economic Development Strategic Plan

Issue:

Should the Economic Development Department develop an economic development strategic plan?

Current Situation:

At the present time, the Economic Development Department lacks a strategic plan regarding the economic development of the City.

Analysis and Discussion:

The economic development strategic plan should provide a baseline assessment of the existing conditions that drive the economy in Albuquerque and should be intended to help local stakeholders and City staff implement strategies that contribute to the City's economic health. The economic development strategic plan should include strategic recommendations to enhance Albuquerque's business climate, ensure the fiscal health of the City, and support economic growth in the City in a manner consistent with the City's character.

The economic development strategic plan should include an economic base analysis; benchmark comparisons; potential development concepts; target industry sectors (e.g., IT and software industries, trade and logistics services, health services, communication services, etc.); an assessment of the strengths, weaknesses, and threats associated with Albuquerque's economic characteristics; develop proposed goals, strategies, policies and regulations designed to stimulate the City's economy; and define the parties responsible for implementation.

Recommendations:

- **The Economic Development Department should develop an economic development strategic plan for the City.**

ECONOMIC DEVELOPMENT

Organizational Location of Redevelopment

Issue:

Should the Redevelopment Section continue to be located organizationally in the Planning Department?

Current Situation:

At the present time, the Redevelopment Section is located organizationally in the Planning Department, in the Urban Design and Development Division. The staff allocated to the Redevelopment Section includes one (1) Planning Manager, one (1) Senior Planner, and one (1) Planner. These three staff are responsible for promoting redevelopment in distressed neighborhoods.

Analysis and Discussion:

Redevelopment can be an essential tool for economic development. Redevelopment can assemble land to overcome fragmented ownership and scarcity of large developable sites, prepare land for development, nurture companies and encourage job creation, provide financial incentives for job creation, development, and site improvements, etc. The consolidation of economic development and redevelopment should be an essential part of an initiative to:

- Create new projects or to proactively recruit developers to undertake key catalyst projects in these redevelopment areas, not just on a city-wide basis;
- Develop an economic development strategic plans with policies, specific measurable objectives, a description for specific redevelopment and economic development projects in these redevelopment areas, and capital projects that further job creation, development, and site improvements in these redevelopment areas;
- To ensure consistency in redevelopment and economic development policies and procedures both for redevelopment areas and city-wide;
- To ensure consistency in the approaches used in redevelopment and economic development regarding project

evaluation – the market and financial evaluation, the cost-benefit analysis, etc. – to determine whether the City should support a project; and

- To ensure consistency in the approaches used for managing economic development and redevelopment projects. The important issue in project management is whether or not there are effective control systems to monitor progress, including structured reporting processes to keep management informed and key milestones for each project to serve as an accountability mechanism.

Recommendations:

- **The Redevelopment Section and its three allocated staff members, should be reallocated from the Urban Design and Development Division, Planning Department, to the Economic Development Department.**

7. ENVIRONMENTAL HEALTH

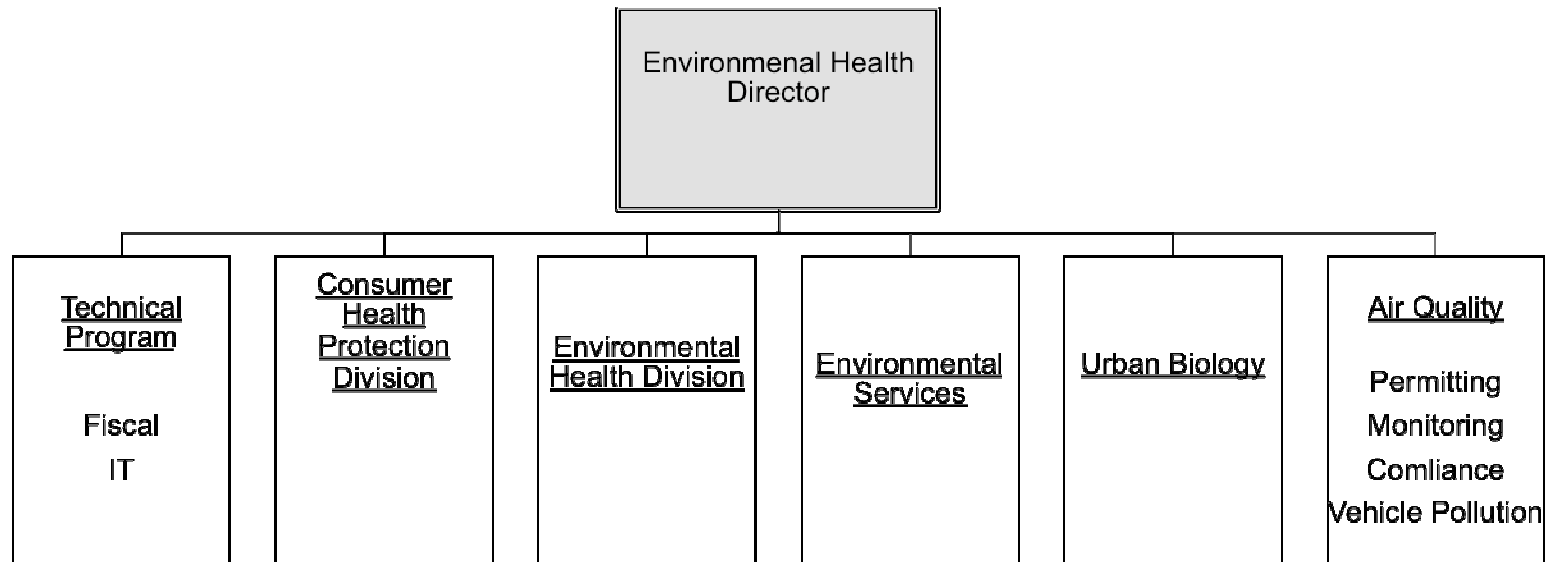
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Environmental Health Department.

1. DEPARTMENT SUMMARY

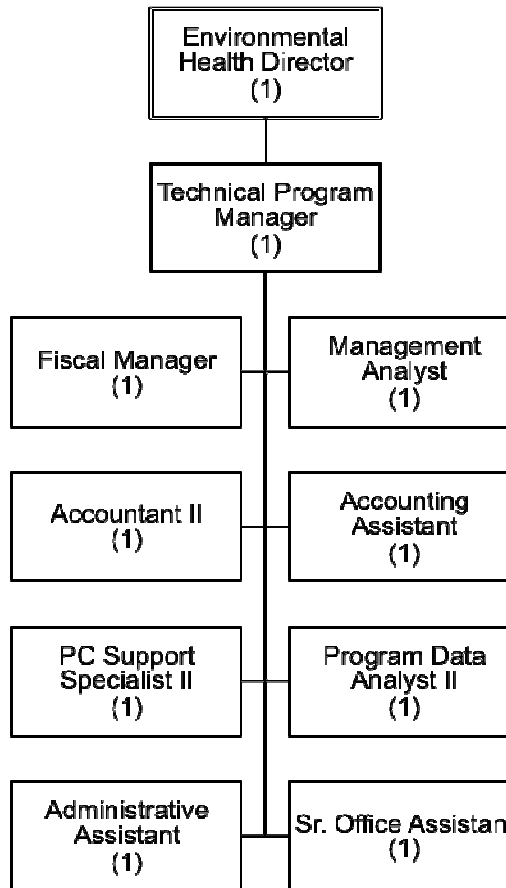
The Environmental Health Department conducts a variety of environmental, health and safety programs designed to protect the health and safety of citizens. This Department serves as the health authority for the City of Albuquerque and oversees restaurant inspections, and disease prevention programs (insect and animal). Additionally, the Department is responsible for regional air and groundwater monitoring, landfill monitoring and remediation, and household hazardous waste disposal. The Department all Federal EPA compliance under delegated authority. Environmental Health has a total of **82 positions** budgeted in FY/12, an increase of 2 positions from the original FY/11 budget. Of these positions, only 29 are general fund supported. The Environmental Health Department's FY12 budget is \$8,153,000 (\$4.6M Personnel, \$1.3M Operating, \$.33M transfers, and \$1.9M Grants). The FY12 Environmental Health budget included \$3.6 million from general fund sources.

The overall Environmental Health Department is composed of the following organizational units with the total number of staff positions shown.

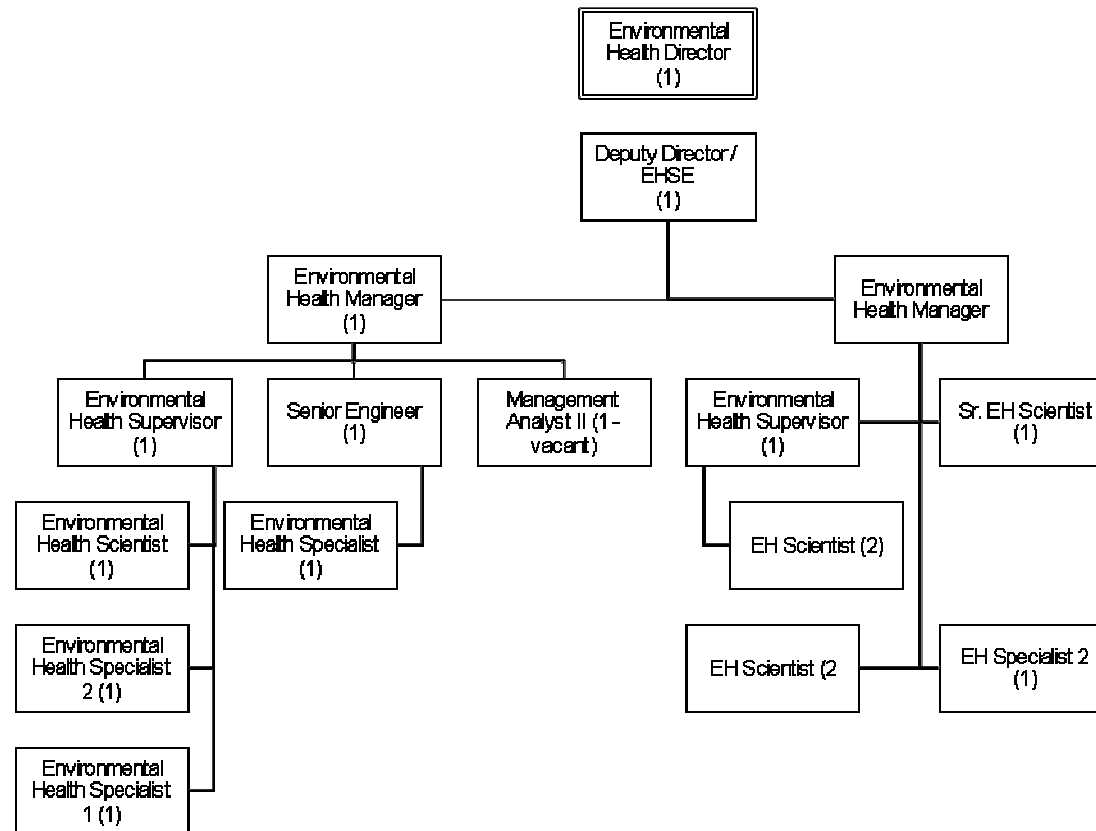
ENVIRONMENTAL HEALTH DEPARTMENT



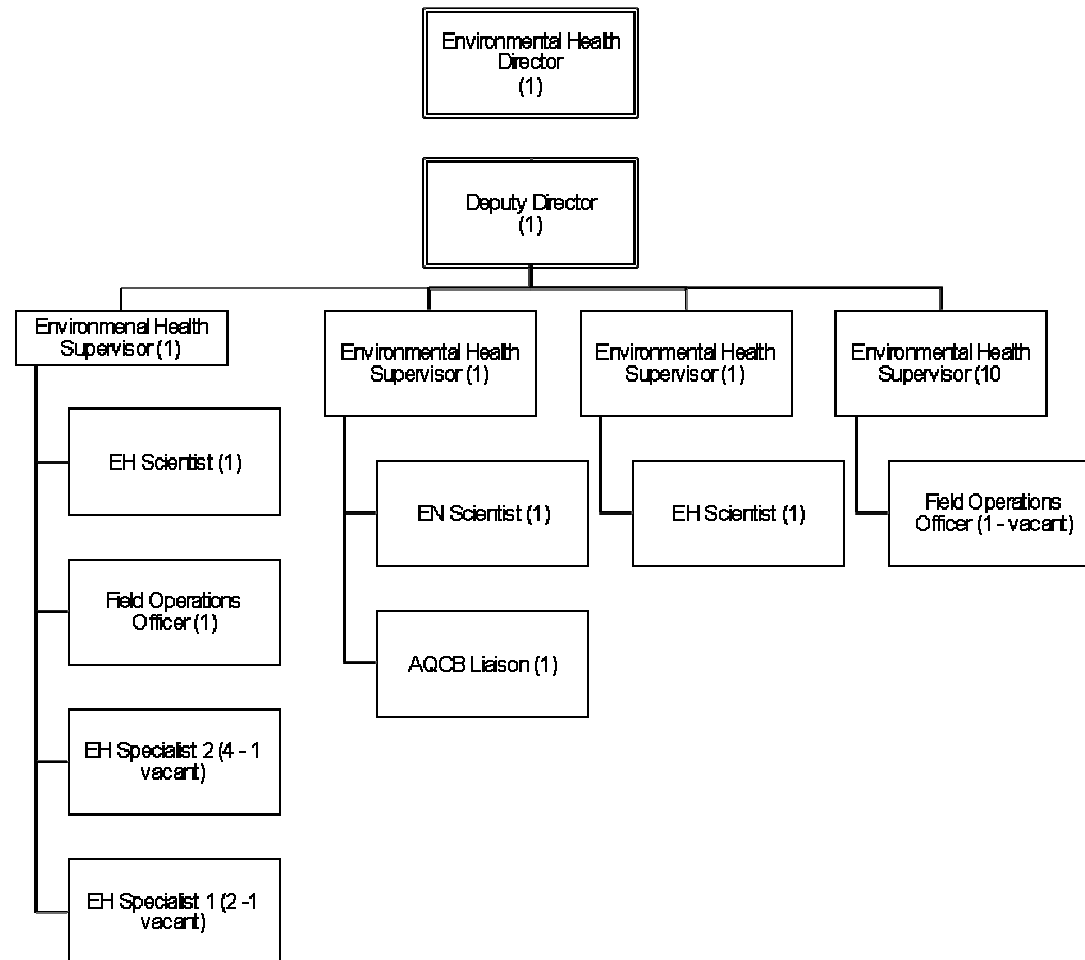
Environmental Health Department
ADMINISTRATION / TECHNICAL PROGRAM DIVISION



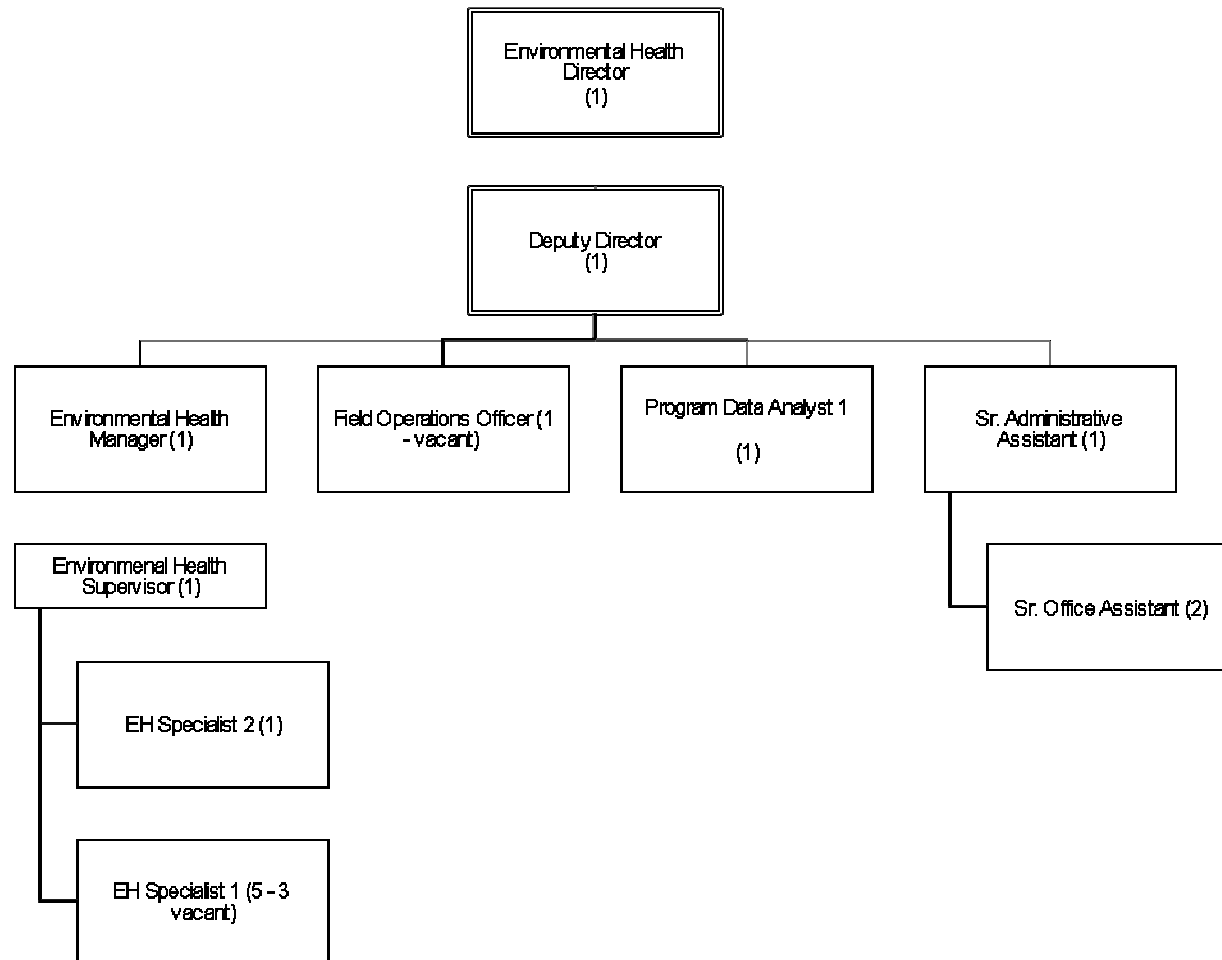
Environmental Health Department
AIR QUALITY DIVISION



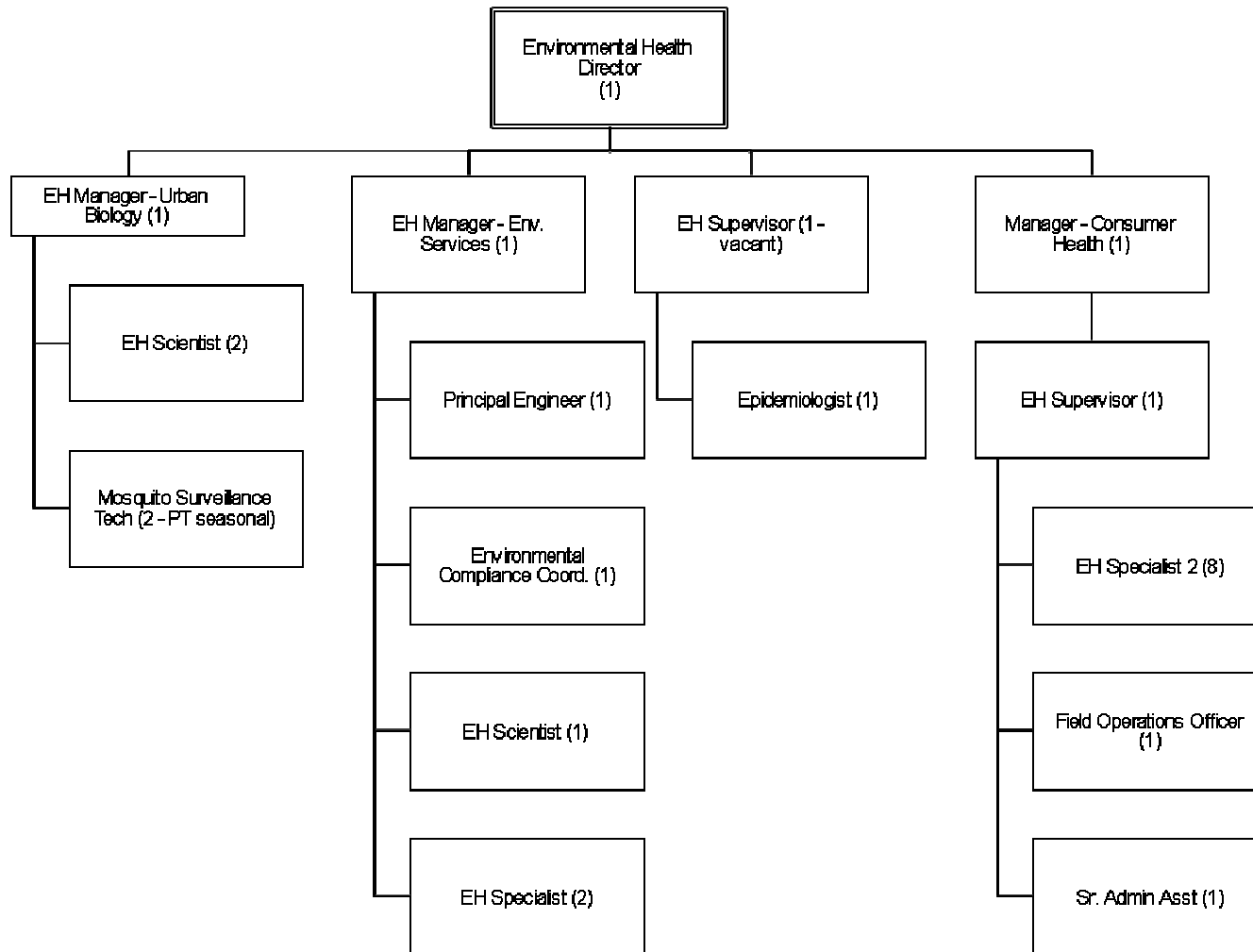
Environmental Health Department
ENFORCEMENT, CONTROL, ASSISTANCE & CROSS TRAINING



Environmental Health Department
VEHICLE POLLUTION



Environmental Health Department
CONSUMER HEALTH, ENVIRONMENTAL SERVICE & URBAN BIOLOGY



2. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Environmental Health Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Environmental Health Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Environmental Health Department?	The Department should reorganize into two major divisions each reporting to a division manager / deputy director.	n/c
	The City should explore the establishment of the Environmental Health Department as an independent authority that provides services on a more regional basis and under a shared services approach.	n/c
	Even if the City does not pursue establishment of the Environmental Health Department as an independent authority, it should seek to expand the level of contracted and shared services provided on a regional basis with and for the County and other local jurisdictions in the region.	n/c Potential to reduce total costs of service provision.
Are operations within the Environmental Health Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered?	The AR system developed and implemented by Environmental Health should be reviewed for suitability for other Departments who have similar AR needs.	n/c
	The Department should develop, in conjunction with HR, a succession planning document to address future staffing needs.	n/c

3. DISCUSSION OF ISSUES

ENVIRONMENTAL HEALTH DEPARTMENT Organizational Structure and Staffing

Issue:

Is the Environmental Health Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

At the present time, the Environmental Health Department is a direct report to the Mayor and provides a variety of services to the public related to various environmental and public health services. For some of the services, the Department is delegated authority by the EPA and provides many regional services (i.e., air quality) on behalf of the State and Federal Governments, and some duties are performed on behalf of the County under contractual arrangements.

Analysis and Discussion:

The general services and organizational structure of the Environmental Health Department is represented in the following table:

Program Area	Description of Services
Administration / Fiscal	<ul style="list-style-type: none"> Responsible for overall departmental administration, including budget development, performance measure development and program monitoring. Responsible for handling all departmental fiscal operations including accounts payable, purchasing, accounts receivable, and budget monitoring.
Air Quality	<ul style="list-style-type: none"> Responsible for air quality programs including testing and monitoring and permitting operations. 9 title 5 permits, approximately 250 minor source permits that are monitored by staff. Responsible for investigation of air quality complaints, problems and concerns. Oversees fugitive dust, construction and asbestos monitoring / complaint investigation.

Vehicle Pollution	<ul style="list-style-type: none"> • Overall responsibility for vehicle emission inspection program. • Operates 1 testing facility, and 100 air stations licensed by DEHD.
Urban Biology	<ul style="list-style-type: none"> • Responsible for a variety of programs to address insect and animal borne disease. • Oversees mosquito control (vector) and zoonotic disease programs. • Handles urban wildlife issues focused on public health impacts. Coordinates efforts with Animal Welfare as needed. • Responsible for case response, investigation and mitigation.
Environmental Services	<ul style="list-style-type: none"> • Performs risk management consulting. • Performs landfill monitoring and remediation. • Responsible for household hazardous waste collection program (contracted facility).
Consumer Health Protection	<ul style="list-style-type: none"> • Responsible for health inspections of restaurants (2 times per year), pools and spas. • Develops appropriate policies and procedures to implement adopted regulations. • Draft legislation to update regulations as needed. • Investigates complaints related to food / water borne outbreaks. • Conducts inspections related to mold, bedbug, noise enforcement, etc.

Overall, the department has implemented a logical and functional organizational structure based upon functions / duties performed. Regarding internal organizational structure, the only recommendation would be the implementation of the overall department into two major divisions each reporting to a division manager / deputy director. This approach would enhance managerial oversight and control and provide more consistent spans of control. The new position should oversee the urban biology, environmental compliance services, consumer health and administrative functions.

From a broader policy perspective, the City should consider a more major change in the approach to organizing this function into an independent authority that performs services under contract. Clearly, the majority of the services provided are not traditional municipal functions (in fact – air quality is typically a state function) but are ones the City of Albuquerque has assumed authority for over time. The establishment of an independent authority would have many benefits including (1) ensuring self-sufficiency since the City's general fund would not be responsible for budget deficits; and (2) greater autonomy to pursue service provisions on a shared-service and contractual basis for other entities. This organizational structure may require increasing of fees, reductions of staff or elimination of services to achieve a self-sustainable model. Services should only be provided that are either sustainable, or for which individual governmental entities are willing to enter into contracts for services and pay the true cost of service provision. Annual operating budgets must be balanced.

The project team would recommend that the City pursue expanding the services shared with the County and seek to provide additional services on a regional basis including other neighboring municipal jurisdictions under any organizational structure. There are clear obvious examples of additional areas for expanding shared services including urban biology, and restaurant inspections.

Recommendations:

- **The Department should reorganize into two major divisions each reporting to a division manager / deputy director.**
- **The City should explore the establishment of the Environmental Health Department as an independent authority that provides services on a more regional basis and under a shared services approach.**
- **Even if the City does not pursue establishment of the Environmental Health Department as an independent authority, it should seek to expand the level of contracted and shared services provided on a regional basis and with / for the County and other local jurisdictions in the region.**

ENVIRONMENTAL HEALTH DEPARTMENT

Service Delivery Evaluation

Issue:

Are operations within the Environmental Health divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

The evaluation of the Environmental Health Department identified this organization as an extremely well-managed and proactive organization that has undertaken an effort to implement continuous improvement and implement solution that leverage technological solution and reduce duplication of effort and paperwork. In evaluating the internal operational issues facing the Department there were several issues identified that should be addressed in the future.

Analysis and Discussion:

The Environmental Health Department has developed a highly effective approach to employing technology to address software limitation. The Department has developed a full AR module to not only increase collections, but that is integrated with the City's financial systems. Since this is a major software deficiency impacting many departments, this system should be reviewed as a model to determine suitability for other department's AR needs.

Additionally, the department is pursuing the development of a portal to replace their usage of the 311 system. The 311 system is a very time consuming resource for the Department to handle and respond to and does not fully integrate with other systems in the Department. The Department is developing an approach to implement a solution that will not only replace the 311 functionality but improve integration.

The Department is facing a significant number of employees with the ability to retire in the next several years. Given the technical nature of many of the positions within this department, and the number of single-incumbent positions in some critical positions, the Department has a strong need for a well-development succession planning documents. The Human Resources Department should assist the Environmental Health Department staff in developing a workable succession plan and developing strategies to address key positions that may become vacant in the near future.

Recommendations:

- **The AR system developed and implemented by Environmental Health should be reviewed for suitability for other Departments who have similar AR needs.**
- **The Department should develop, in conjunction with HR, a succession planning document to address future staffing needs.**

8. FAMILY AND COMMUNITY SERVICES

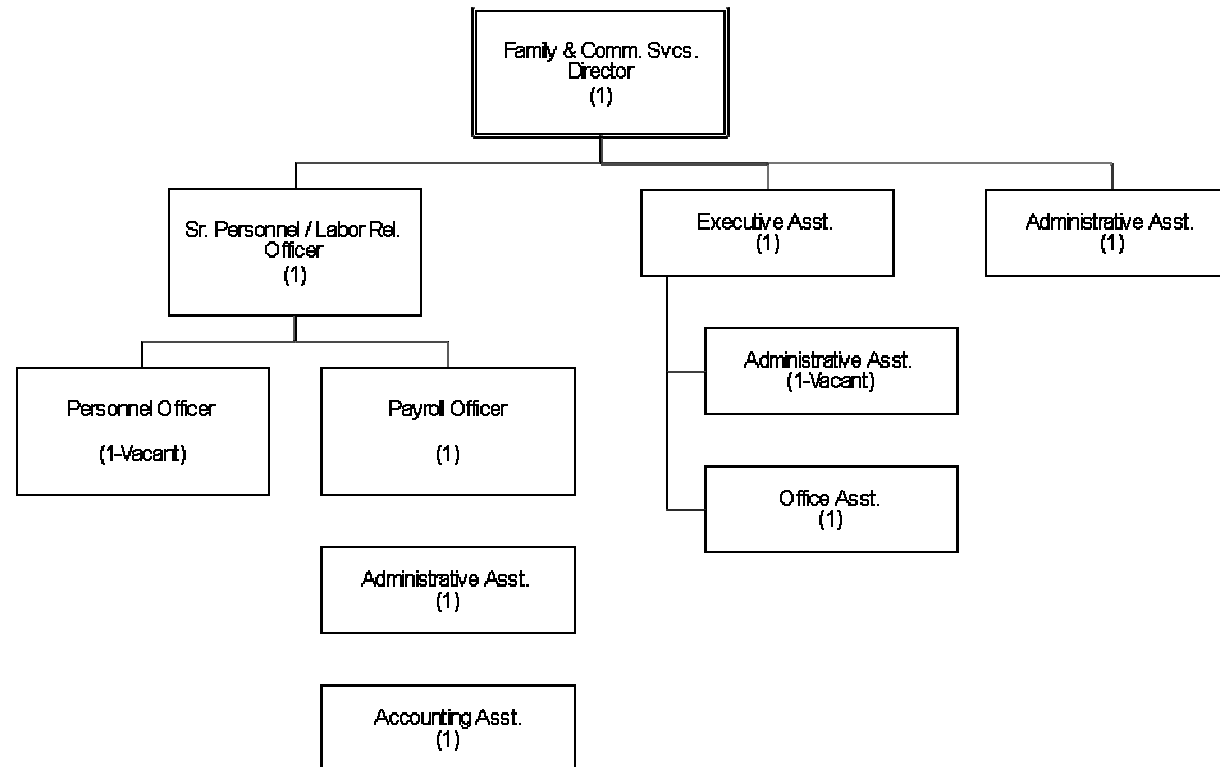
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Family and Community Services Department.

1. DEPARTMENT SUMMARY

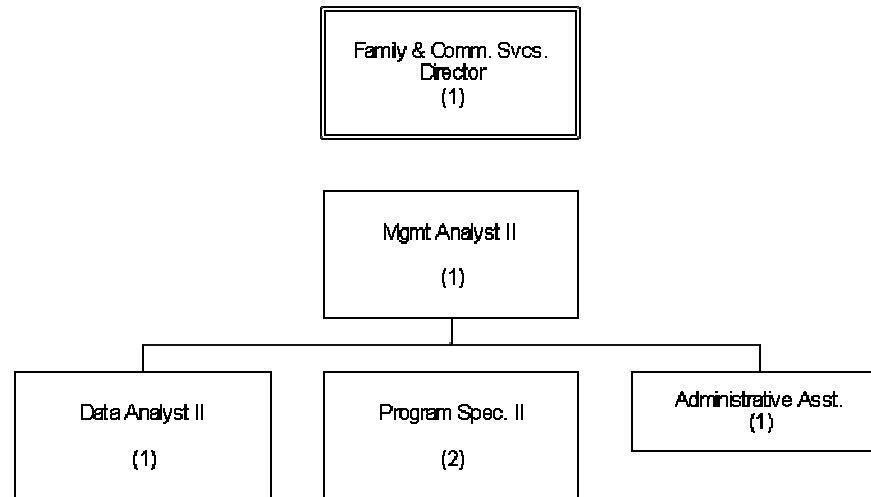
The Family and Community Services Department provides a variety of services tailored to strengthen families, improve neighborhoods, and enhance quality of life. The Department's services include: social services, health care, child care, early childhood education, before and after school care, youth services, therapeutic recreation, nutrition, gang intervention and prevention, community recreation centers, public housing, rent assistance, fair housing and affordable housing development. A large percentage of programs are provided through contracted services. Family and Community Services Department has a total of **364 positions** budgeted in FY/12, a reduction of 16 positions from the original FY/11 budget. The Family and Community Services Department's FY12 budget is \$57,534,000 (Personnel of \$15.7M, Operating of \$17.4M, .788 Transfers, and \$23.6M grants). The total general fund budget is \$33.9 million.

The overall Family and Community Services Department is composed of the following organizational units with the total number of managerial staff positions shown.

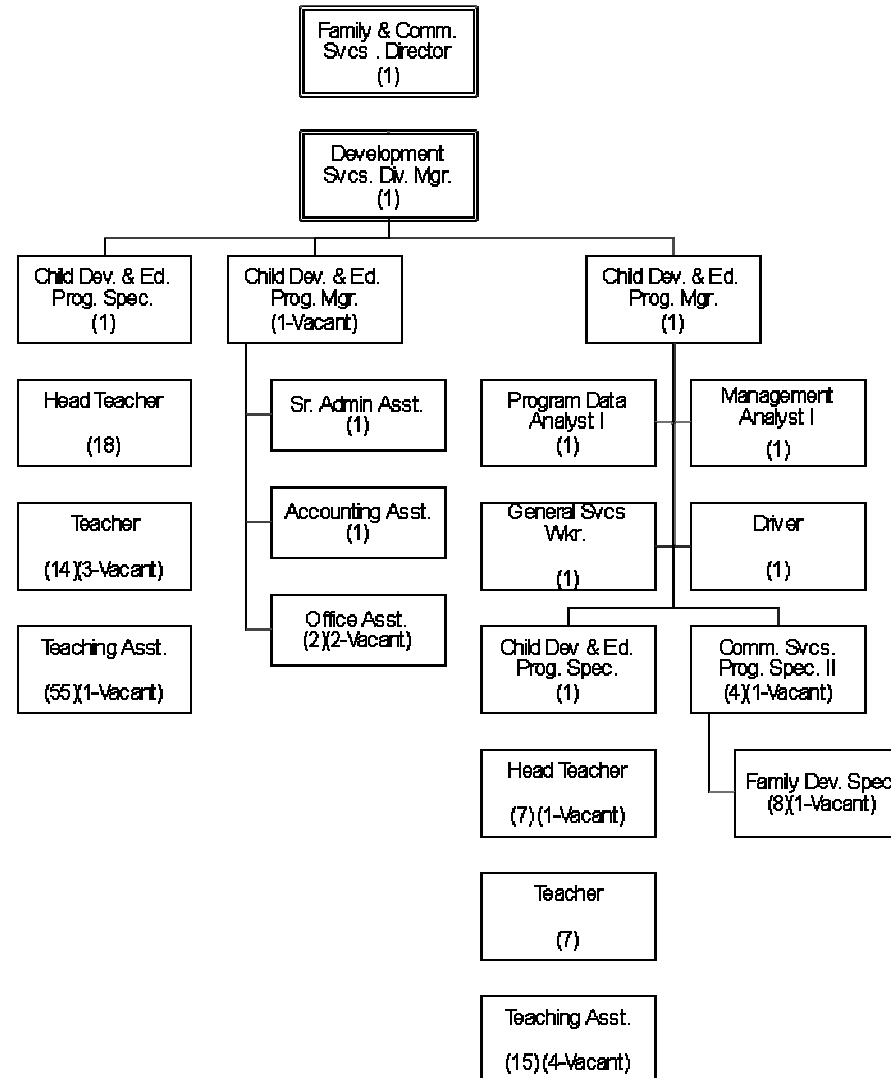
Family & Community Services Department
ADMINISTRATION DIVISION



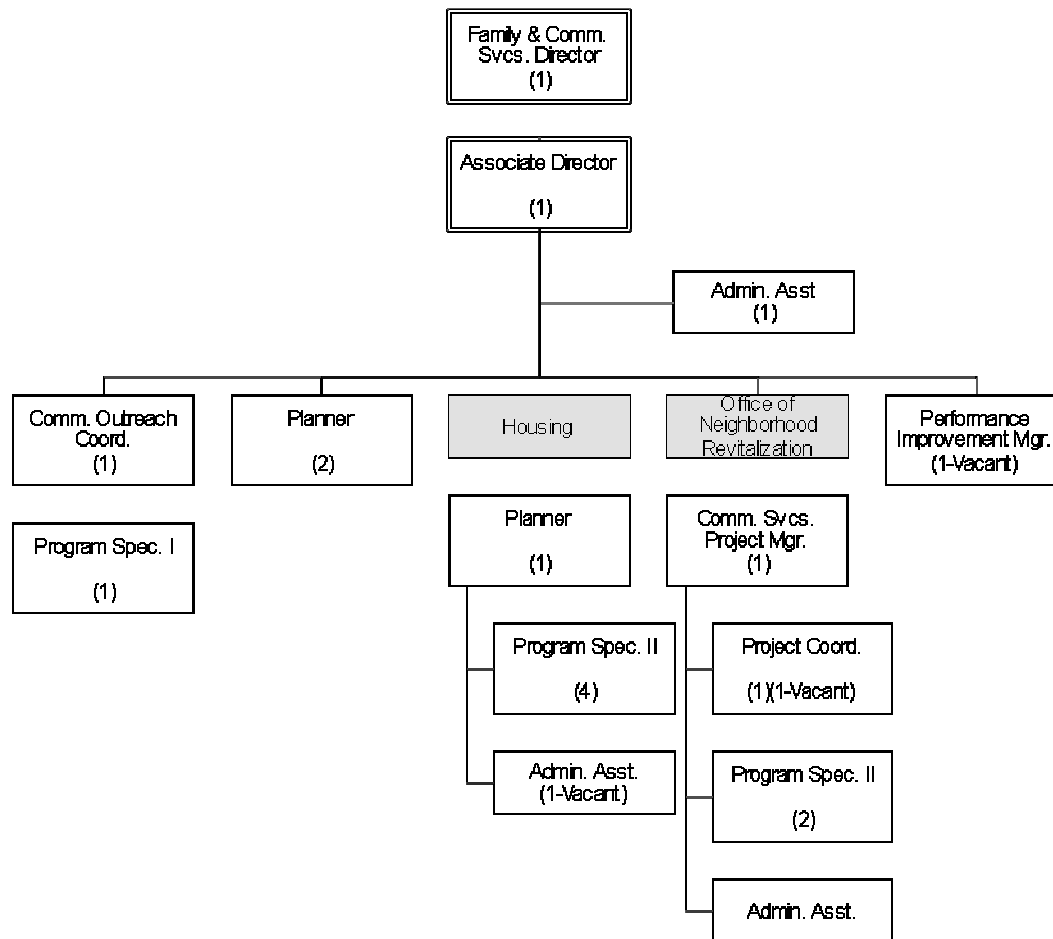
Family & Community Services Department
AREA AGENCY ON AGING DIVISION



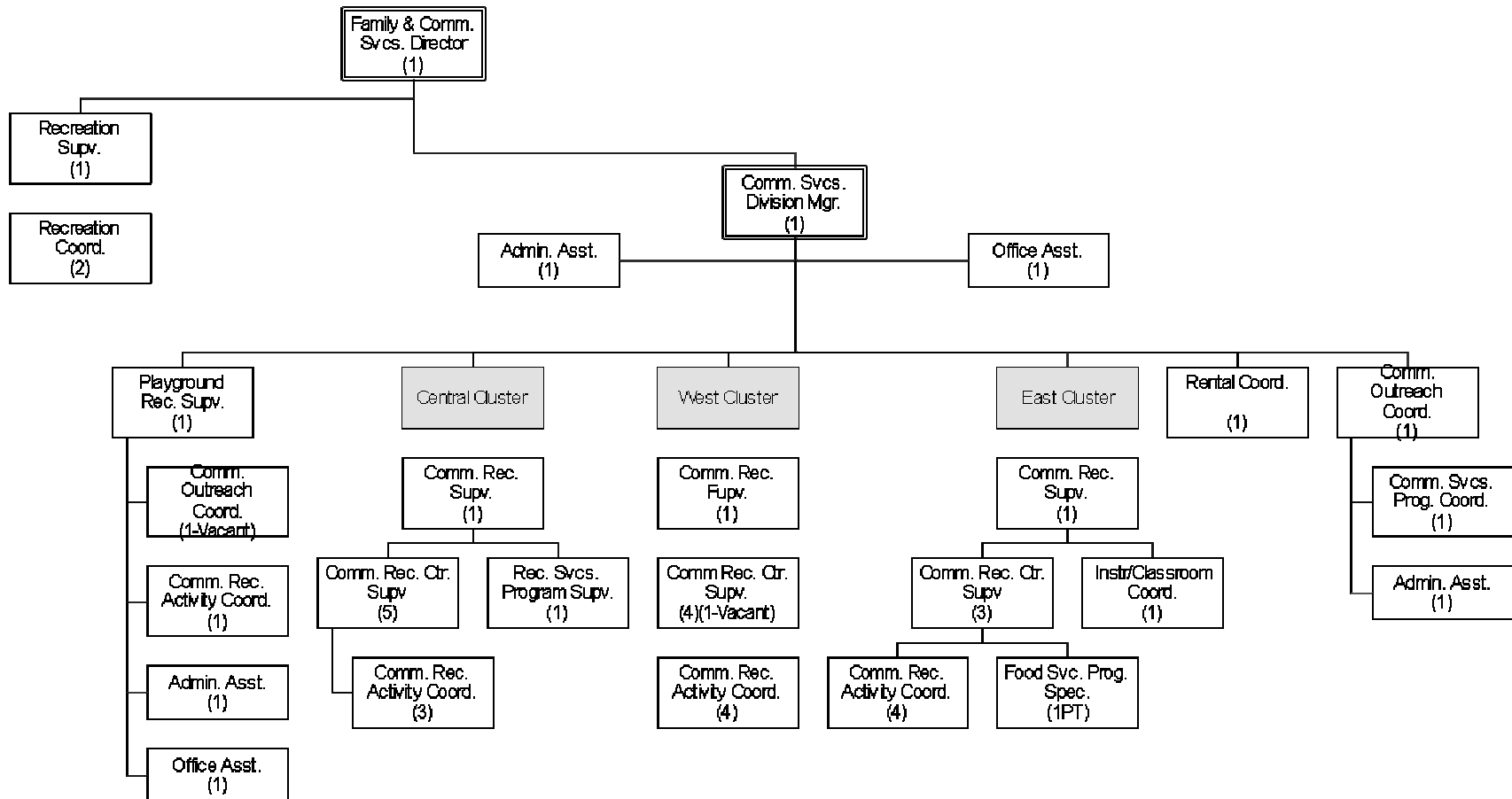
Family & Community Services Department
OFFICE OF CHILD & FAMILY DEVELOPMENT DIVISION



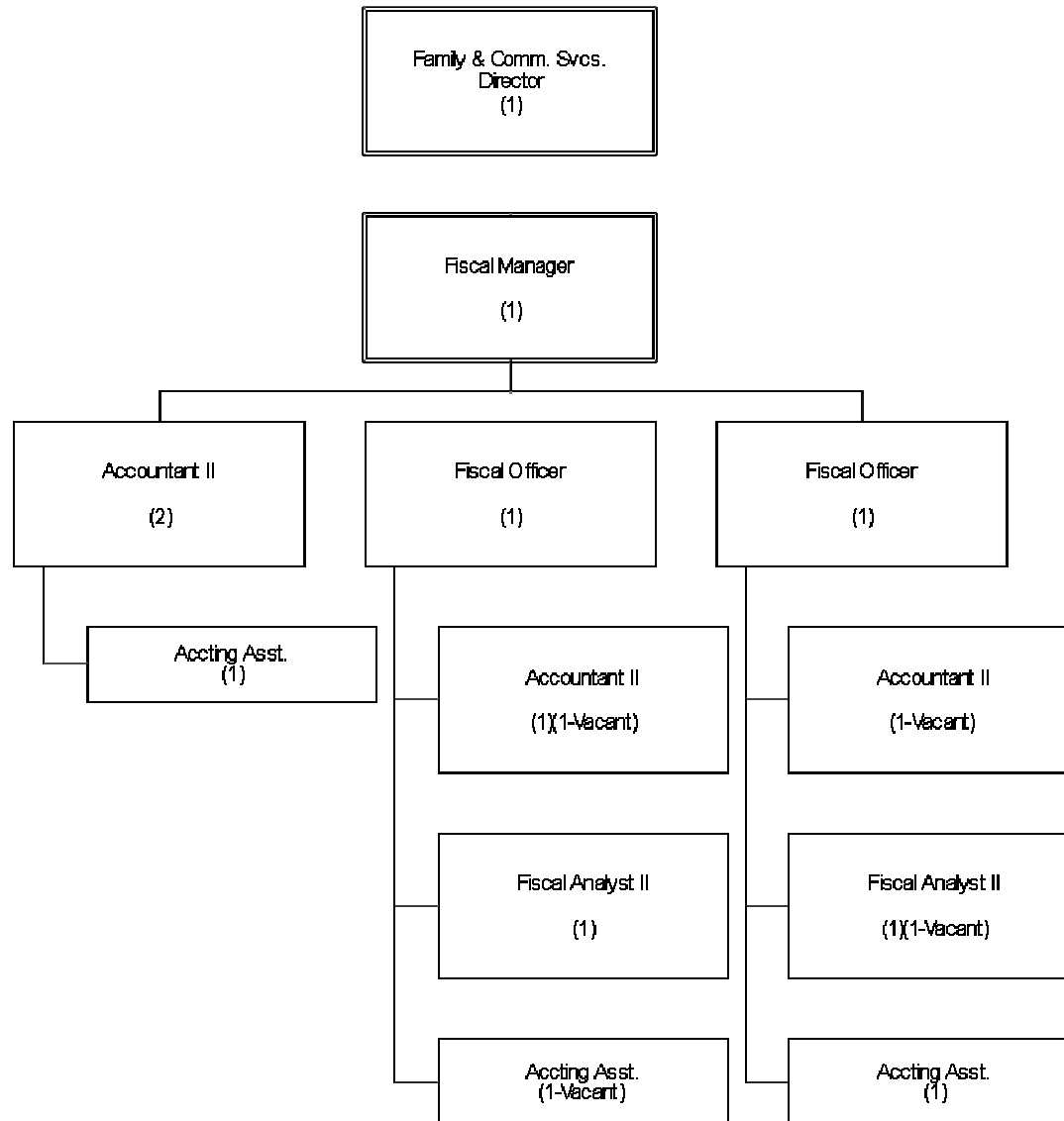
Family & Community Services Department
COMMUNITY DEVELOPMENT DIVISION



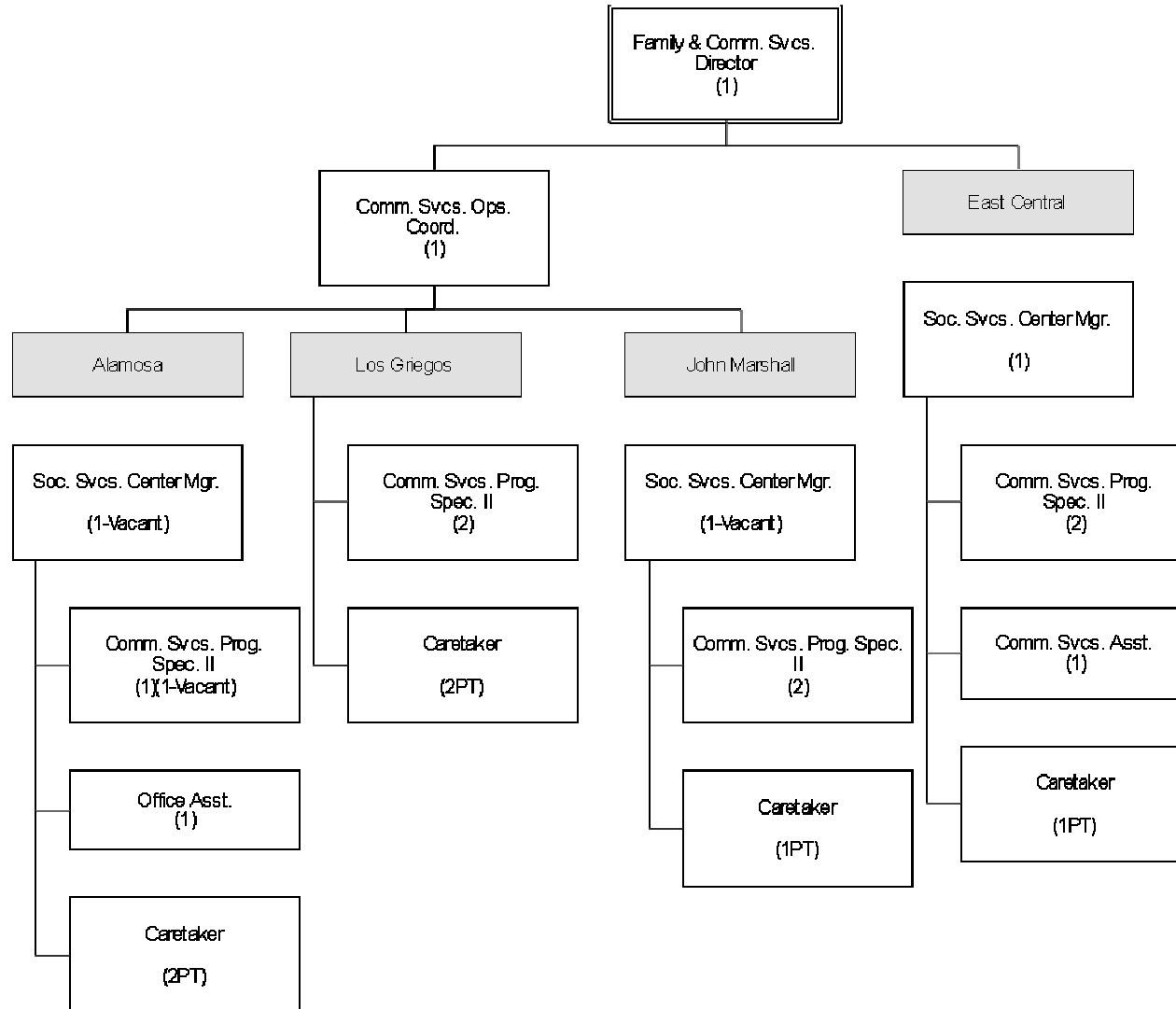
Family & Community Services Department
COMMUNITY RECREATION AND EDUCATIONAL INITIATIVES DIVISION



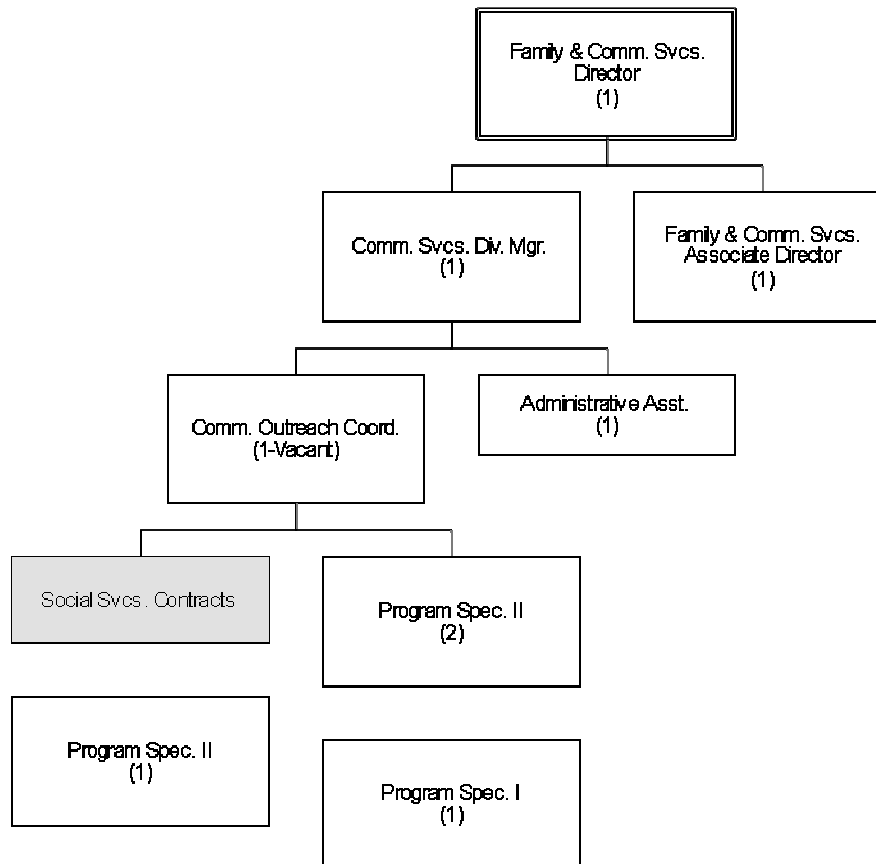
Family & Community Services Department
FISCAL DIVISION



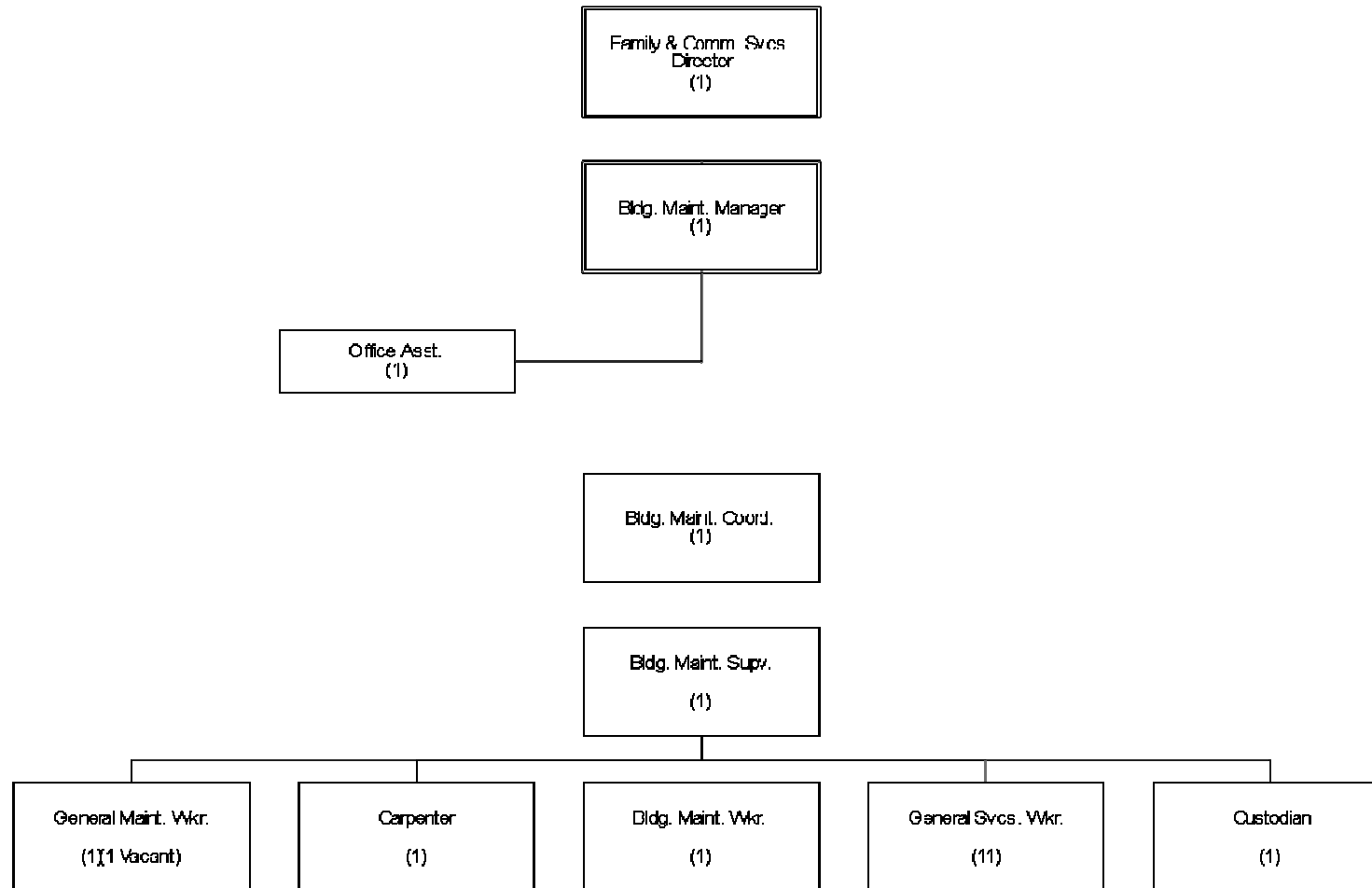
Family & Community Services Department
HEALTH & SOCIAL SERVICES CENTERS DIVISION



Family & Community Services Department
HEALTH & HUMAN SERVICES DIVISION



Family & Community Services Department
MAINTENANCE DIVISION



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Family and Community Services Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
The Department provides programs and services that do not overlap with other City Departments (maintenance is primary overlap area).		√	
Formal use of trend analysis to identify changing community needs and demands for services is in place and consistently employed.	√		
A strong public information program has been established to inform and educate residents about the programs available through Family and Community Services.	√		
Services have been centralized to eliminate duplication of effort throughout the City's organization (this address issues such as maintenance and community centers).		√	
Services are provided on a regional basis (shared serviced approach) to maximize economics of scale, provide a consistent approach to service, and simply service to the public.	√		
Spans of control within the organization are generally appropriate.	√		
The overall plan of organization makes sense – logical functions are grouped together, divisions are limited to those necessary for span of control / operational need.		√	

Best Management Practice	Yes	No	Unk.
Alternative service delivery methods are periodically assessed to determine if there are cost-effective service delivery options.	√		
A cost-effective balance between full-time versus- part-time or contract staff is utilized to maximize service provision.	√		
The Department has implemented a strong grants management program to ensure effective and compliant use of awarded grant funds.	√		
The process for developing contracts for services has been streamlined to reduce processing time and requiring only development of an appropriate statement of work.		√ (partially)	
Effective performance measures have been implemented to identify “outcomes-based” results of the funds allocated to program delivery. Annual reports are developed demonstrating outcomes achieved.		√ (partially)	
A specific cost recovery plan for Family and Community Services is in place. A cost recovery policy has been adopted and periodic fee studies are conducted to ensure fees are appropriately inline with policy for general funded services.		√	
Family and Community Services utilizes a citizen committee for input and feedback regarding services provided.	√		
A long-range strategic plan in place for Family and Community Services.		√	
Dedicated facilities for the delivery of community and recreation programs and services in the City have been developed.	√		
Facilities are used by multiple departments to maximize use and implement multi-generational programs and interactions.	√ (partially)		
Facilities maintenance functions have been centralized.		√	
The staff assigned to facility maintenance employ both proactive and preventive maintenance routines.		√	
Levels of service have been developed that define the frequency in which various maintenance tasks are to be performed.		√	

Best Management Practice	Yes	No	Unk.
A computerized maintenance management system is in place to handle and schedule preventive, routine, and emergency maintenance service requests.		√	
Formal protocols have been established for facility maintenance and custodial care.	√		
Responsibility for facility and grounds maintenance and custodial services has been centralized for economies of scale.		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Family and Community Services Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Family and Community Services Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Family and Community Services Department?	Greater coordination of effort needed with Planning Department especially as it relates to the allocation and spending of community service funds and achieving community development goals related to housing development and CDBG programs.	n/c
	There should be a greater level of coordination, if not consolidation, of the housing functions within Family and Community Services and the redevelopment function in the Housing Authority.	n/c
	Consideration should be given to consolidating the maintenance unit in Family and Community Services into the Municipal Development organization, similar to what is being proposed for other Departments, to provide a consistency in facility asset maintenance and standardized service delivery needs.	n/c

Issue	Analysis and Recommendations	Cost / (Savings)
	Opportunities exist to more closely coordinate recreation programming and community center services / programs with those in Senior Affairs and Parks & Recreation.	n/c
	With this reallocation of functions and responsibilities, the Department would have a greater focus on the core services of the Department and further enhance the one-stop shop approach to providing services to residents.	n/a
Are operations within the Family and Community Services Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered?	Given the number of contracts approved on an annual basis, and the tight contractual requirements (especially timelines) imposed on spending and utilizing funds, this is a very critical issue, the Department needs to work with Purchasing and Legal to develop pre-authorized social service and sub-grant contract language that can be used by Departmental staff.	n/c
	A centralized approach to facility maintenance and custodial service should be employed across all City departments to standardize maintenance approaches, implement maintenance and custodial standards, and leverage technical trade specific expertise not available within the Family and Community Services Department.	n/c
	The Department should work with the Human Resources department to achieve an understanding of when specific types of position can be employed, and to evaluate whether the City's self-imposed limitation of 2-years as a temporary employee is appropriate for classifications that principally provide part-time programming services.	n/c

4. DISCUSSION OF ISSUES

FAMILY AND COMMUNITY SERVICES DEPARTMENT

Organizational Structure and Staffing

Issue:

Is the Family and Community Services Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

The Family and Community Services Department provides a variety of services tailored to strengthen families, improve neighborhoods, and enhance quality of life. The Department's services include: social services, health care, child care, early childhood education, before and after school care, youth services, therapeutic recreation, nutrition, gang intervention and prevention, community recreation centers, affordable housing, rent assistance, fair housing and affordable housing development.

Program Area	Description of Services
Administration / Fiscal	<ul style="list-style-type: none"> Responsible for administration of the Departments operations, performance goals. Establishes budget. Handles all fiscal affairs of the Department including payments, budget monitoring, accounts payables, accounts receivables. Grants administration, oversight, monitoring and reconciliation.
Area Agency on Aging	<ul style="list-style-type: none"> Serves as local Area Agency on Aging. Serves as conduit for pass through of Older American Act funding. Oversees compliance with grant requirements for all subrecipients. Monitors large contingent of subcontracts totaling \$9.1M annually.
Child & Family Development	<ul style="list-style-type: none"> Responsible for early headstart programs (both home and center based). Oversees operation of 21 Child Development and Pre-K centers
Community Development	<ul style="list-style-type: none"> Oversees affordable housing programs using federal funds (HOME, CDBG, ESG) to provide various

	<ul style="list-style-type: none"> housing programs. Administers continuum of care funds and workforce housing trust fund (GO Bond). Responsible for homeless initiative. Oversees social services agreements that provide direct community services.
Community Recreation & Educational Initiatives	<ul style="list-style-type: none"> Provides variety of community recreation and educational programs including therapeutic recreation program. Services provided at 23 community centers.
Health & Social Services Centers	<ul style="list-style-type: none"> Center based provision of social services – located in four service centers. Services provided include emergency food boxes, emergency diaper service, clothing assistance, rent/utility assistance, notary services, and toys for tots program. Provide space that is leased to other service providers such as nutrition, dental and health services.
Health & Human Services	<ul style="list-style-type: none"> Oversees the Department's behavioral health programs including youth services, substance abuse, mental health, domestic violence, meals, community health, and gang prevention. Develop programs and determine approach for providing services (primarily contracted services). Monitor, track and audit program performance.
Maintenance	<ul style="list-style-type: none"> Responsible for maintenance and cleaning for 23 Community Centers, 4 Multipurpose Centers, 10 Child Development Centers, and various off-site properties (vacant lots). Operates warehouse operations for Department. Order, stocks and delivers supplies to operational facilities as required.
<p>As an organizational unit, the Department has effectively implemented a structure based upon specific functions provided, and organized based upon technical skills necessary to oversee and administer the services the Department is responsible for.</p>	
<p>Analysis and Discussion:</p> <p>While some spans of control for divisions are narrower than traditional benchmarks, given the technical nature of the services overseen, they are not as uncommon as might otherwise be noted.</p> <p>Generally, the majority of function provided by this Department are unique to this organizational unit, but there are a</p>	

couple of areas of potential overlap and duplication with other service areas in the City. These include:

- Some areas of potential “duplication” with other departments; opportunities exist to explore consolidation or greater service sharing especially in the area of recreational programming. A centralization of recreational programming would enable a single Department / individual to ensure that resources (both staffing and facility) are utilized to their full capacity. This is difficult, if not impossible from a practical level, when these recreational resources are split between three departments.
- The Area Agency on Aging, has the CAO as the authorized representative for this effort, yet the organization is placed within the Family and Community Services Department. This has many benefits of coordination of services, but creates a unique organizational issue where the program manager effectively reports to an individual other than the Department Director. Consideration should be given to whether this anomaly can be changed – either through designation of the Department Director as the authorized representative or through organizational relocation of this effort.
- Greater coordination of effort needed with Planning Department especially as it relates to the allocation and spending of community service funds and achieving community development goals related to housing development and CDBG programs.
- There should be a greater level of coordination, if not long-term consolidation, of the housing functions with Family and Community Services and the redevelopment function in the Housing Authority.
- Consideration should be given to consolidating the maintenance unit in Family and Community Services into the Municipal Development organization, similar to what is being proposed for other Departments, to provide a consistency in facility asset maintenance and standardized service delivery needs.
- Opportunities exist to more closely coordinate and ultimately consolidate recreation programming and community center services / programs with those in Senior Affairs and Parks & Recreation. A centralized focus on all recreational programming efforts may more effectively utilize existing personnel and facility resources.

Recommendations:

- **Greater coordination of effort needed with Planning Department especially as it relates to the allocation and spending of community service funds and achieving community development goals related to housing development and CDBG programs.**
- **There should be a greater level of coordination, if not long-term consolidation, of the housing functions within Family and Community Services and the redevelopment function in the Housing Authority.**
- **Consideration should be given to consolidating the maintenance unit in Family and Community Services into the Municipal Development organization, similar to what is being proposed for other Departments, to provide a consistency in facility asset maintenance and standardized service delivery needs.**
- **Opportunities exist to more closely coordinate recreation programming and community center services / programs with those in Senior Affairs and Parks & Recreation.**
- **With these reallocation of functions and responsibilities, the Department would have a greater focus on the core services of the Department and further enhance the one-stop shop approach to providing services to residents.**

FAMILY AND COMMUNITY SERVICES DEPARTMENT

Service Delivery Evaluation

Issue:

Are operations within the Family and Community Services divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

The Family and Community Services Department provides a variety of services tailored to strengthen families, improve neighborhoods, and enhance quality of life. The Department's services include: social services, health care, child care, early childhood education, before and after school care, youth services, therapeutic recreation, nutrition, gang intervention and prevention, community recreation centers, affordable housing, rent assistance, fair housing and affordable housing

development.

Analysis and Discussion:

In reviewing the operations of the Family and Community Services Department, the project team noted well-established and utilized programs meeting a range of at-risk populations needs. These services range from the most basic needs of customers to recreational and childcare opportunities. These programs are targeted to meet the varying needs of a diverse population of at-risk residents within the City.

When evaluating the internal operations, the majority of issues identified relate to more broad citywide operational practices that impact the Department's ability to provide services; though some are unique to Family and Community Services. These key issues are listed below:

- Ability to effectively process and issue social service contracts is impacted by time required for legal review and getting approved through Purchasing. Need to implement pre-approved boilerplate language with attachment for specific scope of service. Given the number of contracts approved on an annual basis, and the tight contractual requirements (especially timelines) imposed on spending and utilizing funds, this is a very critical issue. Service delivery primarily impacted by extensive and slow contract routing / approval process making difficult to distribute money timely to subcontractors.
- Maintenance crews primarily providing janitorial services now. Facility maintenance issues are addressed as needed and sometimes coordinated with Municipal Development. Some facilities under lease, are partially owned and staffed by other entities making management of maintenance activities more difficult. Unlike, Municipal Development, the staff of Family and Community Services have no work order management system. The Department is employing an approach to maintain facilities in a clean and safe condition, but clarify of roles and responsibilities with other City Departments and the establishments of clear performance standards and a service level agreement should be established. As noted elsewhere, this is a larger City issue and greater centralization of the responsibility for these functions should be considered.
- Division utilizes an extensive number of seasonal / part-time employees (500 to 600) annually to provide services. Current hiring policies and process not conducive to meet needs (either in timely fashion or type of hiring). Clarity in process for when seasonal, temporary or student workers should be hired. The Department should work with the Human Resources department to achieve an understanding of when specific types of position can be employed, and

to evaluate whether the City's self-imposed limitation of 2-years as a temporary employee is appropriate for classifications that principally provide part-time programming services.

Recommendations:

- **Given the number of contracts approved on an annual basis, and the tight contractual requirements (especially timelines) imposed on spending and utilizing funds, this is a very critical issue, the Department needs to work with Purchasing and Legal to develop pre-authorized social service and sub-grant contact language that can be used by Departmental staff.**
- **A centralized approach to facility maintenance and custodial service should be employed across all City departments to standardize maintenance approaches, implement maintenance and custodial standards, and leverage technical trade specific expertise not available within the Family and Community Services Department.**
- **The Department should work with the Human Resources department to achieve an understanding of when specific types of position can be employed, and to evaluate whether the City's self-imposed limitation of 2-years as a temporary employee is appropriate for classifications that principally provide part-time programming services.**

9. FINANCE AND ADMINISTRATIVE SERVICES

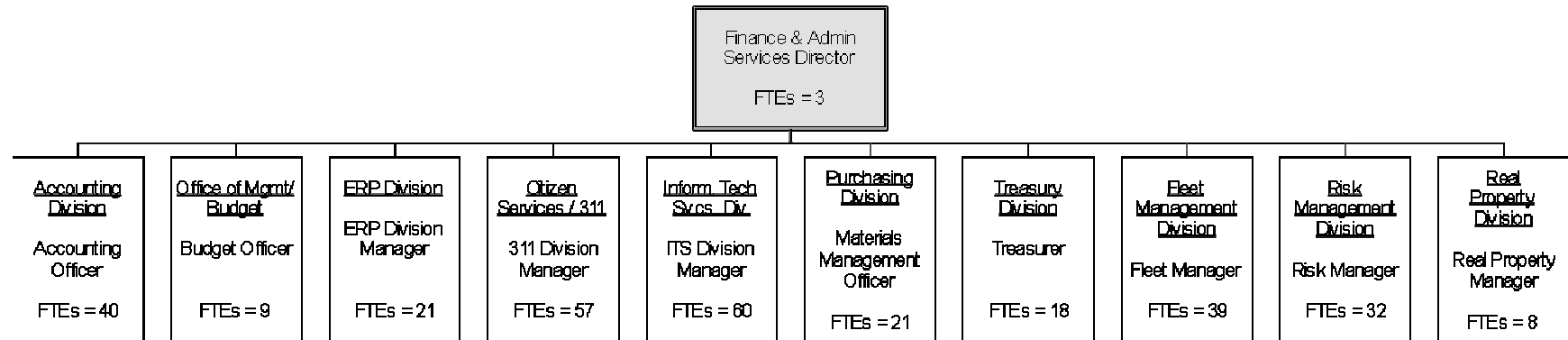
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Finance and Administrative Services Department. It should be noted that this section of the report encompasses the evaluation of the financial functions (Sections 9A – 9G). The technology functions (311, Information Technology and ERP) are evaluated separately in the subsequent sections 9H – 9J.

1. DEPARTMENT SUMMARY

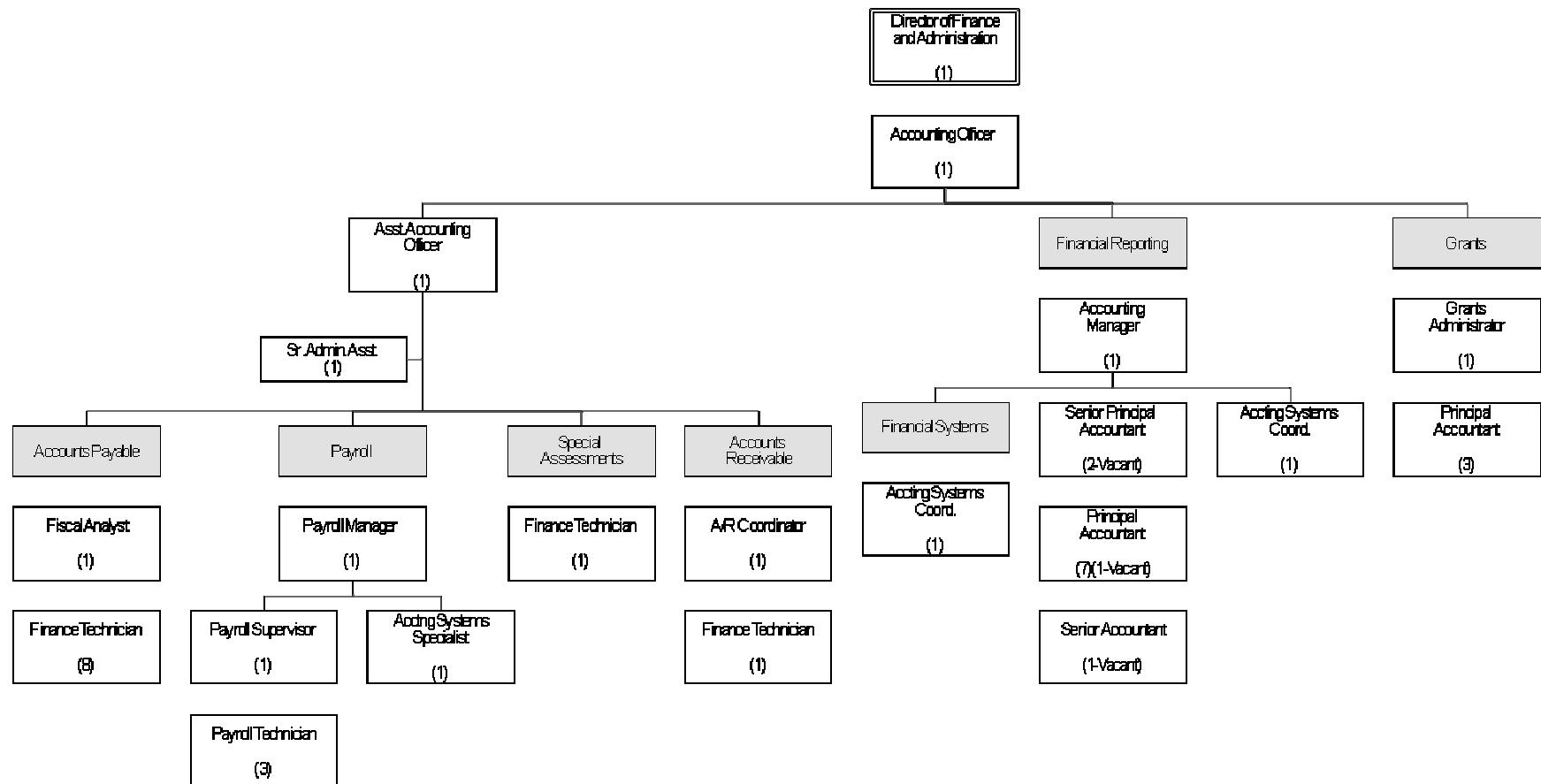
The Finance and Administrative Services Department provides a wide-range of internal services to the City of Albuquerque organization. These internal services include: accounting, budget, information technology, purchasing, office services, risk management, cash management and investment, citywide fleet services, and a citywide call center service. Finance and Administrative Services has a total of 289 positions budgeted in FY12, a decrease of 6 positions from the original FY11 budget. The Finance and Administrative Services FY12 budget is \$90,277,000 (\$21.5M Personnel, \$58.2M operating, .93 Capital, and \$9.6M transfers). Of the total budget, there is a general fund appropriation of \$21M.

The overall Finance and Administrative Services Department is composed of the following organizational units with the total number of staff positions shown.

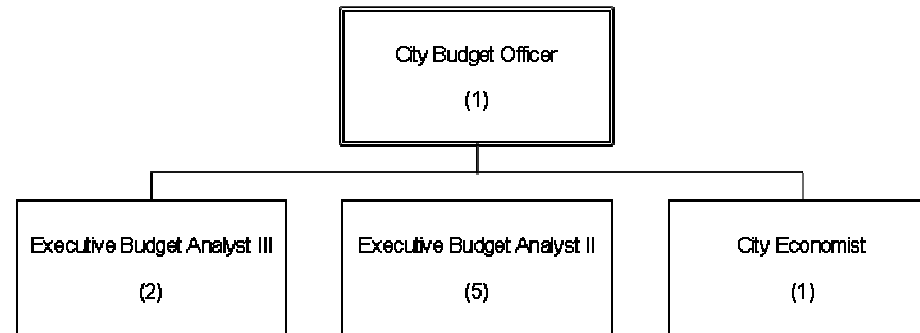
DEPARTMENT OF FINANCE AND ADMINISTRATIVE SERVICES



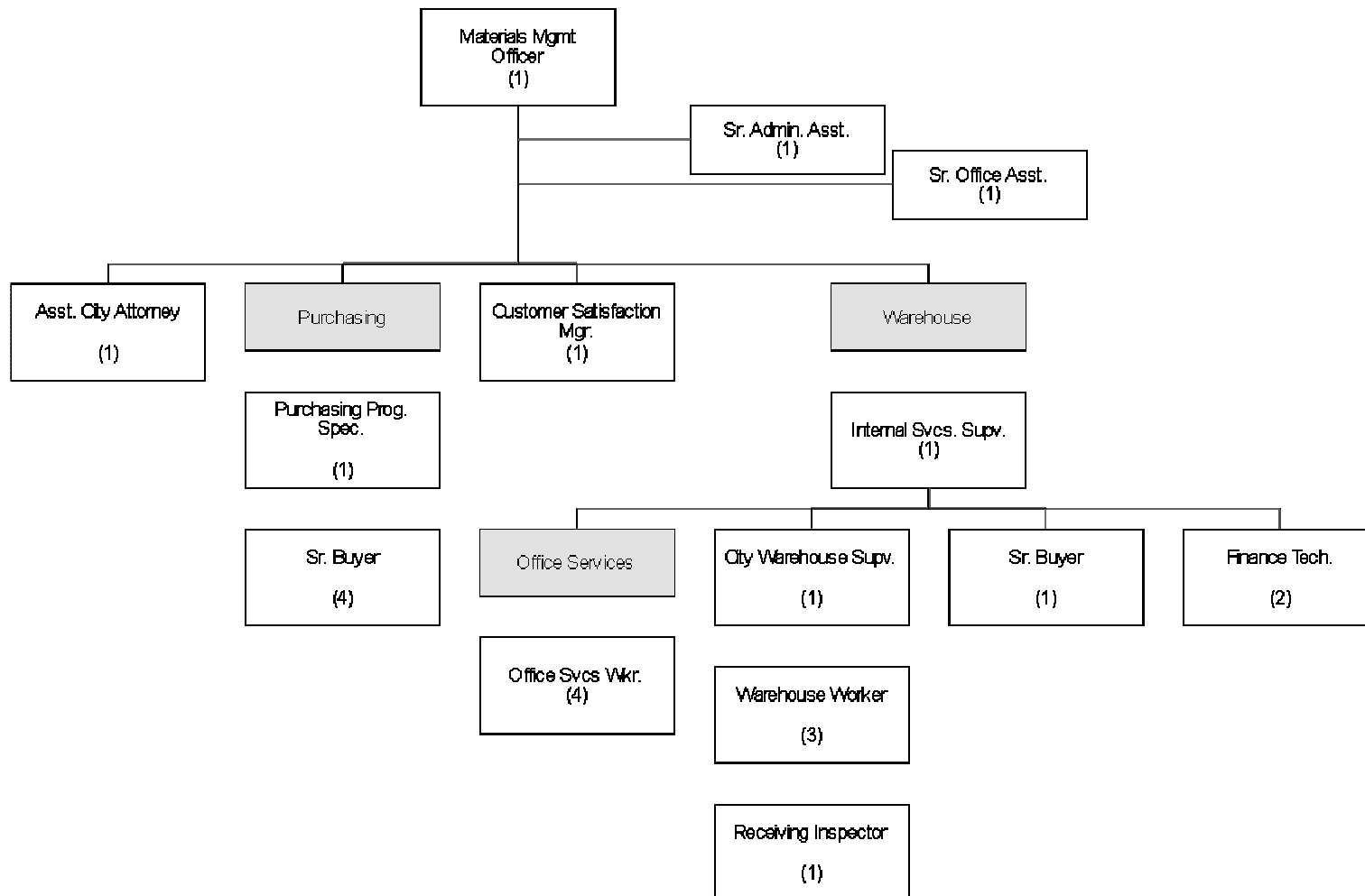
Department of Finance & Administrative Services
ACCOUNTING DIVISION



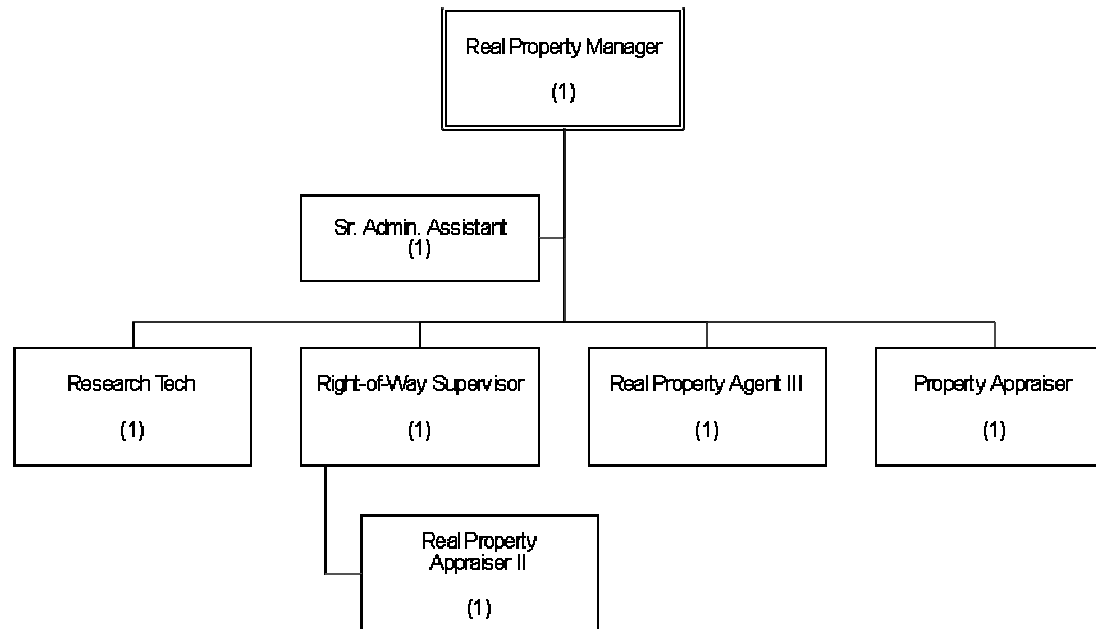
Department of Finance & Administrative Services
OFFICE OF MANAGEMENT AND BUDGET



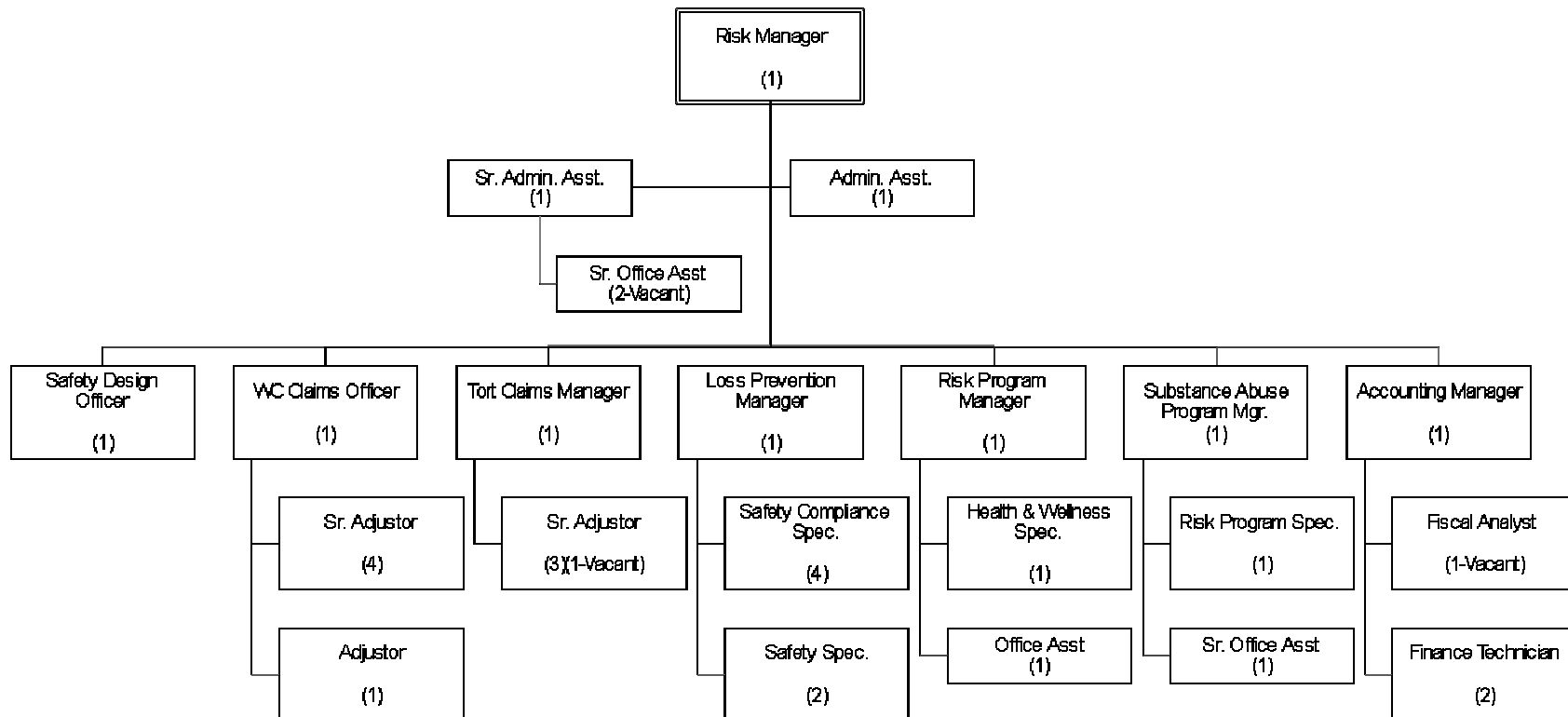
Department of Finance & Administrative Services
PURCHASING DIVISION, OFFICE SERVICES, AND INTERNAL SERVICES



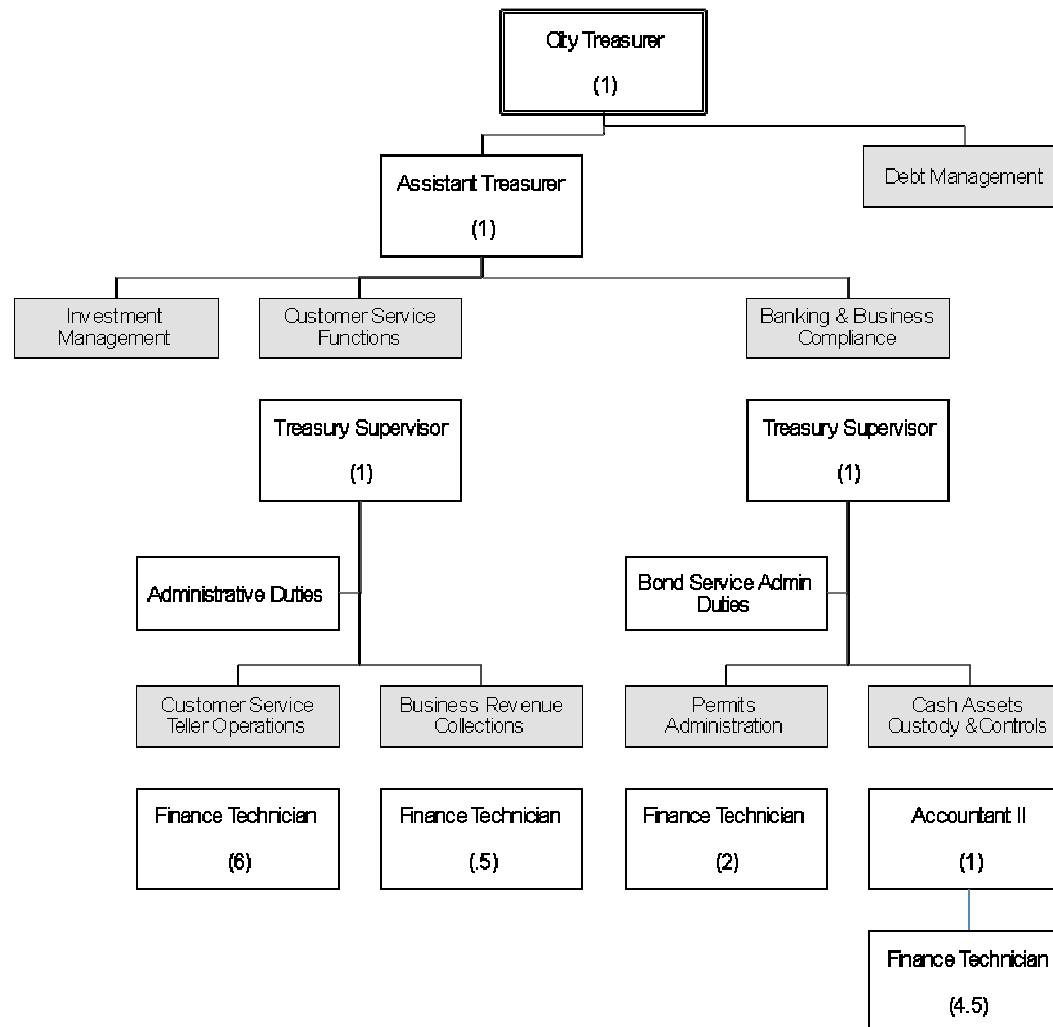
Department of Finance & Administrative Services
REAL PROPERTY



Department of Finance & Administrative Services
RISK MANAGEMENT DIVISION



Department of Finance & Administrative Services
TREASURY DIVISION



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g., incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may be unable, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Finance and Administrative Services Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Accounting			
Financial staff are cross-trained for critical accounting and financial purposes.	√		
Accounting policies, procedures and systems are in place?	√		
Account Payable functions are effective:			
• All accounts payable disbursements are supported by adequate documentation (invoice, receiving report, purchase order).	√		
• Invoices are reviewed and approved before payment is made; payments are accurate.	√		
• Payables are processed in sufficient time to obtain discounts.		√	
• Payments can be made electronically.		√	
Accounts Payable are processed within 30 days or other time periods sufficient to obtain available discounts.		√	

Best Management Practice	Yes	No	Unk.
The number of manual checks is limited to emergency need only for efficient processing and internal control.	√		
Provide timely information to departments to help monitor budget versus actual expenditures. Financial performance reviewed periodically.		√	
Existence of policy of separation of data input and payroll/payables and check printing and mailing?	√		
Are automated and integrated financial packages in place that eliminate duplicate data entry among departments for payroll, accounts payable, accounts receivable?		√	
The financial system and procedures utilized enable invoices received by Accounting to be electronically routed to departments for approval and coding.		√	
All critical financial reports (financial statements, reconciliations, etc.) are handled through modules / reporting capabilities built into and fully integrated into the financial system.		√	
The City has implemented a comprehensive fixed asset program.		√	
The fixed asset program is integrated into the financial system enabling qualifying items purchased through Purchasing Division to be automatically added to the fixed asset listing, and enabling easy generation of fixed asset registers and reports.		√	
The City has an up-to-date indirect cost allocation plan (updated within the last two years) for basing charges to individual departments.		√	
The City complies with GASB 34 and GASB 45.	√		
Compliance is based upon data contained and maintained in the main financial system to eliminate duplication of effort, eliminate data integrity issues, and streamline processes.		√	
Operating procedures and supervisory controls are adequate to ensure that all activity is recorded accurately.	√		
The City conducts timely monthly reconciliation of bank accounts, preparation of the financial reports, and audits financial transactions in a timely manner.		√	

Best Management Practice	Yes	No	Unk.
Electronic submittal of timesheets by departments?		√	
Payroll hours are entered based upon “type of hours” (i.e., regular, sick, holiday, overtime, etc.) to simplify reporting, track hours by type, and enable automated reports and FLSA tracking.	√		
Are the Personnel and Payroll information systems fully integrated?		√	
Are the Payroll and General Ledger modules fully integrated?		√	
Critical reports and financial activities, such as monthly reconciliations and annual CAFR, are completed in a timely manner.		√	
Office of Management and Budget			
Development and oversight of the operating budget is centralized.	√		
OMB is responsible for oversight and development of annual capital investment program (within input from Municipal Development and other operating departments) ensuring full integration with operating budget.		√	
Multi-year (5-year minimum) revenue and expenditure forecasting reports are developed and updated annually.	√		
The City has implemented an effective and robust performance measurement / priority objective effort.	√		
OMB staff provide support, assistance and guidance to operating departments in developing performance measures / priority objectives.	√		
Performance measures are focused on service outcomes versus simply reporting workloads or transactional data. Measures report quality data sufficient to evaluate service delivery cost effectiveness.		√	
OMB staff provide quality control over annual CAFR preparation and development.	√		
Major deviations from operating budget allocations are reviewed and approved by OMB.	√		
Changes in personnel allocations are reviewed for consistency with overall operating budget allocations, and to ensure compliance with approved positions in the budget.	√		

Best Management Practice	Yes	No	Unk.
OMB staff members are allocated to individual departments to provide assistance and guidance related to operating department budget issues.	√		
OMB has skilled and experienced staff responsible for conducting economic analysis, revenue and expense projections, and conducting impact analysis.	√		
Purchasing			
A comprehensive procurement policy has been developed and distributed to all staff outlining required practices in procuring goods, services, and construction services.	√		
The procurement policy has been reviewed and revised within the last three years.	√		
All key staff in procurement functions has attended required training on the Procurement Policy. All new staff assigned to procurement functions is required to receive, review and attend training on the City's policy upon appointment.		√	
The procurement policy outlines procurement authority levels by position title with increasing levels of authority based upon position level.	√		
The procurement policy contains an ethics section governing staff and vendor actions.	√		
The Purchasing Division has published a "How To Do Business" Guide for vendors. The guide has been revised within the last three years.		√	
Formal vendor training is offered annually to acquaint potential vendors on the City's policies and procedures.	√		
A customer survey has been conducted within the last three years to elicit feedback regarding service levels and practices. Annual updates are conducted to determine service level trends.		√	
A policy is in place requiring periodic vendor evaluation and outlines criteria for designating a vendor as approved / disapproved regarding eligibility for continued business with the City.		√	

Best Management Practice	Yes	No	Unk.
Contracts entered into by Albuquerque Purchasing staff are either: <ul style="list-style-type: none"> Reviewed prior to signing by City legal staff; or Within procedure guidelines where legal review is not conducted, based upon contract templates having received prior City legal approval. 	√		
Purchasing staff have developed, in conjunction with Legal staff, pre-approved contract language and template for use by Departments to streamline the contract development and approval process.		√	
The use of procurement cards is based upon a defined policy and procedure adopted by the City.	√		
Procurement card use is subject to stringent periodic and random audits by the City to ensure compliance with policies and procedures.		√	
Utilization of p-cards is well defined regarding the types and number of services that may be paid for through the p-cards.	√		
Purchasing maintains a master listing of authorized purchasers for each department with designated authority level.	√		
Guidelines have been developed to limit the number and dollar amount of non-competitively bid contracts that can be awarded to a single vendor.		√	
The City's policies and procedures outlines the process, guidelines and criteria to be utilized in making a determination regarding the appropriateness of executing a contract extension versus conducting a new solicitation.	√		
The Purchasing Division serves as the centralized procurement authority with responsibility and authority to oversee all City purchasing and review of compliance with established policies and procedures.	√		
Purchasing responsible for maintaining a centralized listing of registered vendors.	√		
The City utilizes a common procurement software system across all departments.	√		
The automated financial system utilized for procurement contains the following elements / functionality available to all users: <ul style="list-style-type: none"> Approved vendor database. 	√		

Best Management Practice	Yes	No	Unk.
• Ability to enter and approve purchase requisitions electronically.		√	
• Ability to issue electronic purchase orders.		√	
• Ability to make electronic payments to vendors either directly or through an interface with the accounts payable module.		√	
• Ability for user agencies to query the system for up to the minute information regarding purchase requisition / purchase order status.		√	
• Ability for departments to electronically notate receipt of purchase goods and authorize payment.		√	
Staff involved with procurement are able to view historical purchases online to evaluate current bids, proposals, and quotations against prior purchase experience.	√		
Access to vendor maintenance files is limited to designated procurement staff.	√		
Appropriate internal controls are in place within the procurement system to generate reports or flag actions where:			
• Total purchase expenditures for common services and/or goods across multiple departments exceed established approval levels.		√	
• Identification of requested payments that would exceed authorized contract or purchase order limits.		√	
• Contract amendments or change orders exceed a pre-determined percentage of the original authorized amount.		√	
• Multiple stand-alone purchase orders with the same vendor are entered into by departments.		√	
All departments are required to follow the City's approval for sole source contracts.	√		
There is a clear policy in place for addressing violations of the sole source contract policy, including disciplinary actions.	√		
Master databases are maintained of all service and construction contracts entered into by the City.		√	
The City focuses significant effort on developing listings of master approved contracts available to all departments and agencies to simplify procurement times for commonly purchased good and services.		√	
Contract amendments are reviewed by appropriate legal authority and/or the Procurement Services Division when the total dollar value of the amendment exceeds 25% of the original contract amount.		√	

Best Management Practice	Yes	No	Unk.
Assistance by Procurement Services is provided to departments in negotiating pricing for service contracts. Prior contracts and external research is utilized for determining the appropriateness of consultant rates and fees.		√	
Services and commodities utilized by multiple departments are acquired through a joint effort coordinated by the Purchasing Division to achieve best value for the City	√	√	
A standard policy has been established across all departments outlining the process to be followed in evaluating and selecting vendors for service contracts (i.e., numerical ratings, consensus selection, etc.).		√	
Quarterly reports are generated identifying major vendors with the City of Albuquerque that are doing business with more than one department, to identify potential areas for joint purchasing efforts.		√	
A quarterly report is prepared describing each contract that is ending within the next six months and details the eligibility for contract extension (based upon original contract terms entered into).		√	
Procurement staff conduct periodic spend analysis to determine commodity areas where group purchasing would be more effective.		√	
The Procurement Division has established ID/IQ (indefinite demand / indefinite quantity) contracts on a qualification basis to increase purchasing speed and effectiveness.	√		
The Procurement Division identifies and makes users aware of available cooperative purchasing agreements and GSA-like/State schedules available for direct purchases.		√	
The Procurement Division has a defined compliance function with defined tasks, duties, and required reviews.		√	
The procurement function is fully automated and highly integrated with the City's financial system for data integrity, process streamlining and developing a source of data for evaluation of service delivery.		√	
The City has centralized warehouse operations to a reasonable extent to provide efficiencies and cost effectiveness for procurement of commonly used goods and commodities.	√		
The City charges an administrative fee on goods and commodities procured from the Warehouse to recover the costs of operation from users of the central warehouse service.	√		

Best Management Practice	Yes	No	Unk.
Warehouse staff continually evaluate the goods and commodities stocked at the Warehouse to ensure items carried have sufficient demand and turnover to warrant provision through a centralized approach.	√		
Treasury Division			
The City has an up-to-date debt management policy.	√		
The City has an up-to-date investment policy outlining the City's investment strategy, appropriate investment vehicles, and liquidity targets.	√		
Investments are monitored for performance and underperforming assets are transferred to higher-yielding investments in accordance with the established policy.	√		
Cash balances are monitored to ensure immediate cash needs of the City can be met, but that "idle" cash is invested in at least short-term vehicles.	√		
Decisions regarding debt and investment decisions are reviewed and approved by appropriate oversight committees. The committee monitor performance on a periodic basis.	√		
The City utilizes a variety of services to simplify revenue collection and decrease deposit times, such as lockbox services, electronic payments, etc.	√		
The City's agreement with p-card / credit card issuer provides a rebate to the City based upon annual spend.	√		
The City accepts credit card payments for a variety of City payments.	√		
An administrative or convenience fee is charged on all credit card payments to reduce revenue loss from these payments.		√	
NSF checks are aggressively pursued to recapture funds due the city.	√		
The City has developed a plan for implementing electronic check conversion to eliminate NSF checks and decrease time between collection and deposit of funds into the City's bank accounts.		√	
All departments issued petty cash accounts are required to have staff attend training on compliance issues prior to establishment and periodic re-fresher training.	√		

Best Management Practice	Yes	No	Unk.
Petty cash accounts are audited on at least an annual basis and every time there is a custodial change in the account.		√	
The City has issued an RFP for banking services within the last five years to ensure most competitive banking rates are being achieved.		√	
The City utilizes an automated system for business registrations and licensing.	√		
Various licensing permits are available online to eliminate in-person transactions and increase customer service.		√	
Risk Management Division			
The City uses cost-containment practices for its Workers' Compensation Program.	√		
Risk Management reviews its Workers' Compensation Program to evaluate workers' compensation claims and expenses. The average injury rate per 100 full-time employees is comparable to the U.S. Bureau of Labor Statistics annual survey for comparable public agencies.	√		
Risk Management uses the results of these evaluations to be proactive in attempts to cost effectively reduce frequency and cost of Workers' Compensation claims.	√		
The City has evaluated contracting out Worker's Compensation payments to a private provider within the last three years to determine fiscal benefits of providing service in-house versus contracted.		√	
Risk Management has procedures that are distributed to all employees concerning prompt reporting of all on-the-job injuries.	√		
Risk Management has a safety inspection program that determines the corrective actions necessary based upon past workers' compensation claims and proactive inspection of high-risk areas and professions.	√		
Active safety committees are in place that cover all employees (the frequency and durations of meetings may vary dependent upon position classifications / work environment).		√	
Risk Management practices strong cost-containment measures to manage annual expenditures related to worker's compensation. These cost containment measures include:		√	

Best Management Practice	Yes	No	Unk.
• An effective light duty program to get injured employees back to work as soon as possible;		√	
• Routine, cost-efficient monitoring and follow-up of claims (by a third party administrator) to ensure that workers are returned to work as soon as possible;		√	
• A claims review function to identify and address situations, unsafe conditions, or training deficiencies that may have contributed to worker injuries or accidents.	√		
A robust ADA compliance program has been developed and implemented to ensure compliance with federal requirements.		√	
EAP programs have been put into place to provide resources to employees dealing with personal issues that impact work-life balance and work performance issues.	√		
EAP services are available 24/7 for employee access.	√		
Comprehensive health and wellness programs have been implemented for employees and to manage total health care costs.	√		
Risk Management is involved in conducting ergonomic evaluations, as needed, to provide a safe work-site and work space for employees.	√		
Substance abuse training is conducted periodically (at least every three years) for all employees.		√	
Substance abuse programs (i.e., random testing) are contracted out to achieve cost reductions.		√	
The City has contracted with a substance abuse professional to assist employees with identified substance abuse issues.	√		
Real Property Division			
A computerized asset management software system is utilized to manage real property assets and includes a dedicated lease management module.		√	
The asset management system is standardized across all city departments to enable sharing of data and information.		√	

Best Management Practice	Yes	No	Unk.
A comprehensive inventory of all City real property assets is in place, maintained in current status, and reviewed periodically to identify surplus properties.		√	
Properties deemed surplus proceed through a standard disposal process.	√		
Standardized lease agreements are utilized by the City for all property leased from other entities.		√	
A master index of all leases is maintained in current status.		√	
A report outlining leases expiring in the next year is produced annually to provide sufficient time for decisions regarding need to continue leasing space, negotiating a new lease arrangement with landlord, or developing a plan to relocate city service / office to new location.		√	
A review of existing space currently owned / leased by the City is reviewed annually to determine offices / entities with upcoming / expiring lease arrangements can be accommodated in other city controlled space.		√	
Standard policies and procedures and specifications have been developed to manage the ROW acquisition and disposal process.		√	
A master index of all City-owned / maintained ROWs is available.		√	
Fleet Management Division			
Customers participate in managing the fleet business through a Fleet Advisory Board.		√	
Formal service level agreements have been negotiated with primary customer groups.	√		
Customers receive regular and useable fleet costs reports.			√
An Internal Service Fund (ISF) is in place for the fleet program.	√		
A replacement reserve or sinking fund is used to insure the timely replacement of fleet assets.		√	
A written multiple year fleet replacement plan has been developed to identify future peak year funding requirements so that this can be dealt with in a planned manner.		√	

Best Management Practice	Yes	No	Unk.
Mechanics charge 125 hours per month to work orders on average.		√	
Vehicle replacement cycles are reasonable and in accord with standard industry practice. The average age of each class of vehicles is one-half of the replacement cycle for that class of vehicles.		√	
The City's investment in the fleet is effectively utilized. There is a minimum of underutilized vehicles.		√	
The preventive maintenance compliance rate by Feet Services is 95%. That is, 95% of all equipment received is within a specified number of days (+/-) of the date scheduled.		√	
Customers receive a monthly schedule of preventive maintenance services forecast to be due. A list of missed/overdue preventive maintenance services is regularly sent to user groups.	√		
The preventive maintenance program incorporates multiple echelons of progressive services (e.g., PM-A, PM-B, PM-C).	√		
Work orders are used to record all maintenance activities.	√		
Not less than 70% of the work orders are completed within one (1) workday of initiation of the work order and not less than 85% are completed within four (4) workdays.		√	
A cost effective use of annual fuel contracts versus spot purchases is utilized to obtain the best fuel price. The annual contract is based upon the OIL Price Information Service (OPIS).	√		
Fleet Management uses a modern up-to-date computerized maintenance management system.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Finance and Administrative Services Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Accounting		
Is the Accounting Division appropriately located within the organizational structure and appropriately staffed? Are there services that should be reallocated to or from the Accounting Division?	The Accounting Division should remain a core division of the Finance and Administrative Services Department.	n/a
	The City should maintain the existing staffing allocations until the recommended operational changes and technology improvements are put into place. At that point in time, a review of staffing allocations should be conducted based upon improvements achieved.	n/a
Are operations within the Accounting Division appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	Accounting staff must work with ERP staff to develop a concise, realistic, and appropriately prioritized plan for implementing the financial modules not currently functional.	n/a
	Key priorities within this plan must include implementation of timely financial reporting (to eliminate need for shadow accounting systems in departments), monthly and annual financial reporting and reconciliation features, and improvements within the Payroll integration within the ERP.	n/a
	A secondary priority should be the implementation of electronic routing and approval of financial documents to eliminate need for circulating invoices for approval. This change will enable the City to pay more timely and save money through available discounts for quick payment.	Unknown

Issue	Analysis and Recommendations	Cost / (Savings)
	Grants staff should develop a grants administration manual and provide training to staff within the Departments who have daily responsibility for grants administration.	n/a
	Internal staffing allocations within Finance must be adjusted to enable staff to complete closing of months in a more timely manner (no more than 30 days after end of month initially) and completion of account reconciliations.	n/a
	Completion of the CAFR within prescribed time period must be high priority for staff.	n/a
	The City should complete the update of the indirect cost allocation plan that was in progress, to provide a defensible and updated basis for charge-backs to departments.	n/a
Office of Management and Budget		
Is the OMB Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the OMB?	The City should maintain OMB as a division of Finance and Administrative Services.	n/a
	In the future, if the City desires to place a greater emphasis on performance measurement, reporting and service evaluation, an additional Executive Budget Analyst position should be authorized.	\$95,000
Are operations within OMB appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	With the implementation of position control in the HRIS system, the primary responsibility for position control and compliance with the adopted budgetary position allocations should fall within Human Resources not OMB.	n/a
	Oversight of the development of both the operating and capital budgets should be placed in OMB to enable the development of greater linkages between these two budgets.	n/a

Issue	Analysis and Recommendations	Cost / (Savings)
	OMB should be the lead entity to support any effort to enhance or improve the performance measurement program.	Cost addressed in prior recommendation
Purchasing		
Is the Purchasing Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Purchasing Division?	The Purchasing Division is appropriately located as a division of Finance and Administrative Services.	n/a
	The City should add a Process Improvement Analyst position, authorized for a one-year period at a cost of \$70,000, to assist the Materials Management Manager in making short-term operational and technological improvements.	\$70,000
Are operations within the Purchasing Division appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	The Division should conduct an annual spend analysis to identify opportunities to implement new master contracts for commonly procured commodities and services.	n/a
	The Division should implement a formal audit program for p-card transactions.	n/a
	The Division must develop a plan with ERP to implement a purchasing module integrated with the City's financial system with the goal of automating the purchasing requisition and purchase order entry and approval process. These should occur electronically. Implementation of on-line receipting and electronic payments should be a secondary priority.	Unk.
	The City should centralize the handling of disposal of surplus vehicles and equipment, including those disposed of by other Departments (i.e., Albuquerque Police).	n/a

Issue	Analysis and Recommendations	Cost / (Savings)
	A set of key performance measures for the procurement function should be adopted with quarterly reporting of performance against these targets.	n/a
	A staff development program should be developed to increase skills of purchasing staff.	n/a
	A comprehensive “How To Do Business with ABQ” guide should be developed and provided to potential vendors on the City’s website to assist them in submitting responsive proposals and bids and reduce the number of vendor contacts to professional purchasing staff for routine questions.	n/a
	A vendor evaluation system should be developed and put into place to track vendor performance. Procurement staff should provide training and guidance to departmental staff on how to effectively evaluate and deal with problematic vendors.	n/a
	Purchasing staff should expand the implementation of standard contract terms and conditions for use by all departments. Additionally, contract templates should be developed and approved by legal to streamline the contract development process in areas where they do not currently exist. Training of the availability of these contracts should be conducted at least annually (or included within the quarterly PLUG committees) to ensure other operating departments are aware of and utilize these documents.	n/a

Treasury		
Is the Treasury Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Risk Management Division?	The Treasury Department should remain as a Division of the Finance and Administrative Services Department.	n/a
	The internal organizational structure and staffing allocations are appropriate based upon allocated duties.	n/a
Are operations within the Treasury Division appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	The City should expand the use of credit cards as the preferred payment method, at department locations and Treasury locations, and implement an administrative / convenience fee for credit card payments.	n/c
	The Division should strengthen and increase its existing training program to Department Staff throughout the organization responsible for accepting and reconciling payments.	n/c
	The Division should develop and implement a more robust auditing program for remote sites accepting payments on their behalf. Petty cash and change boxes should be audited at least annually and upon change in custodian.	n/a
	The City should make a policy decision of increasing the use of e-payables to streamline payments made by the City, recognizing this will have an impact on the size of the credit card rebate received from the use of the City credit card as a payment mechanism.	n/c
	The Treasury Division should develop a plan to implement check readers within the Treasury Division and in high volume payment centers (in the Departments) to reduce the number of NSF checks.	n/a

Risk Management		
Is the Risk Management Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Risk Management Division?	The Risk Management Division should remain within the Finance and Administrative Services Department for the near-term.	n/a
Are operations within the Risk Management Division appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	A longer-term goal of the City should be to transfer responsibility for select Risk Management functions (such as wellness and health center programs) to the Human Resources Department.	n/a
	Safety Programs should be expanded in the short-term to cover all employees. Base safety classes should be provided to all employees. The Safety program responsibility should be more greatly centralized within Risk Management.	n/a
	The City should issue an RFP to test the market for outsourcing worker's compensation review and processing of medical payments.	Unknown. Should be implemented only if cost savings identified.
	A more coordinated and proactive ADA compliance program should be developed.	n/a
Real Property Division		
Is the Real Property Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Real Property Division?	The City of Albuquerque should place the Real Property Division within the Municipal Development Department.	n/a
	The Division should work with the Legal Department to acquire additional legal resources to support their work efforts.	Unknown

<p>Are operations within the Real Property Division appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?</p>	<p>Staff should continue their efforts to identify all real property and leases under the City's control and finalize the master inventory. This should be a high priority in order to make other operational changes.</p>	<p>n/c</p>
	<p>The Division should work with Municipal Development to successfully implement an asset management software solution that can handle not only details regarding asset management but only also lease details.</p>	<p>n/a (YARDI acquisition in process)</p>
	<p>The Division should work with Human Resources to develop a succession planning program for the Division due to the high percentage of employees eligible to retire within the next several years.</p>	<p>n/a</p>
	<p>Following acquisition and implementation of the software solution, the Division should place a high priority on conducting a comprehensive review of all properties under control to reduce the number of surplus and underutilized properties controlled by the City.</p>	<p>n/a</p>
<p>Fleet Management Division</p>		
<p>Should the City designate a Fleet Manager, responsible for management of all aspects of the City's fleet (excluding the enterprise funds)?</p>	<p>Develop and issue a citywide policy and procedure that established the authority and responsibility of the Fleet Manager in DFAS for management of the City's fleet (excluding enterprise funds).</p>	<p>n/a</p>
	<p>Develop and issue a citywide policy and procedure that establishes guidelines for control of fleet size and the utilization of the City's vehicle and equipment fleet.</p>	<p>n/a</p>

Has the DFAS developed a long-term plan for replacement of the City's fleet (excluding enterprise funds)?	The management of DFAS, specifically the Fleet Manager, should develop a long-term replacement plan for the City's fleet, including replacement costs. The plan should utilize appropriate and realistic replacement metrics that consider both years and life-to-date usage (hours or miles). This plan should be coordinated with the DFAS effort to reduce the City's fleet.	n/a
	<p>The management of DFAS, specifically the Fleet Manager, should develop a formal vehicle replacement policy that uses a point system to identify the vehicles that should be replaced. The point system considers and assigns points for:</p> <ul style="list-style-type: none"> – The age of the vehicle; – The miles or hours of the vehicle, life-to-date; – The reliability of the vehicle; – The maintenance and repair costs of the vehicle life-to-date versus the class, excluding accident damage; and – The condition of the vehicle. 	n/a
Should smaller fleet management shops at the Fire Department and the Aviation Department be consolidated with the DFAS Fleet Management Division?	The responsibility for management of the fleets assigned to the Aviation Department and the Fire Department should be assigned to the DFAS Fleet Management Division. Satellite shops should continue to be operated at the Fire Department and the Aviation Department, but the supervisors for both shops should report to the DFAS Fleet Manager. The revenues and expenditures for both shops should be budgeted in the DFAS Fleet Management Division, and operating costs charged to the Fire Department and the Aviation Department.	TBD
Does the Fleet Management Division utilize an appropriate balance of in-house staff and contractors?	The Fleet Management Division should outsource its parts rooms.	TBD (15%-20% cost savings)

	The Fleet Management Division should outsource specialty repairs (e.g., radiators, tires, transmissions, body repair and painting, etc.), and services during peak workload periods.	TBD
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4. DISCUSSION OF ISSUES

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – ACCOUNTING DIVISION Organizational Structure and Staffing

Issue:

Is the Accounting Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

At the present time, the Accounting Division is one of ten divisions within the Finance and Administrative Services Departments. This division is managed by the Accounting Officer who oversees staff allocated to the following divisions:

- Accounts Payable
- Payroll
- Special Assessments
- Accounts Receivable
- Financial Reporting
- Grants

The Division has an Assisting Accounting Officer overseeing Accounts Payables, Payroll, Special Assessments, and Accounts Receivables. An Accounting Manager oversees Financial Systems and Accounting. Grants are overseen by a Grants Administrator. In FY12, there were approximately a total of thirty-eight (38) positions authorized.

Analysis and Discussion:

As will be discussed in more detail later, the major issue facing this division is not one of total staffing allocations (though many vacancies and a high turnover rate are short-term impacts) but rather one of technology limitations impacting service delivery and accomplishment of best financial practices.

The City should fill key positions that were vacant at the time of the study, including: Senior Principal Accountant, Principal Accountant and Senior Accountant. The high turn-over and vacancy rates in this area have, and will continue to have, major impacts on the service levels provided.

Recommendations:

- **The Accounting Division should remain a core division of the Finance and Administrative Services Department.**
- **The City should maintain the existing staffing allocations until the recommended operational changes and technology improvements are put into place. At that point in time, a review of staffing allocations should be conducted based upon improvements achieved.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – ACCOUNTING DIVISION

Service Delivery Evaluation

Issue:

Are operations within the Accounting Division appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

The Accounting Division is generally responsible for a variety of the core financial transactional activities of the Finance and Administrative Services Department including:

- Accounting functions and reporting
- Accounts payables
- Accounts receivables
- Payroll
- Staff provide support, assistance and guidelines to operating departments to ensure compliance and conformance with adopted City financial practices.

In conducting interviews with staff, evaluating data and documents compiled, and conducting a best management practices assessment of the Accounting Operation, there were several key issues identified that must be addressed. These are summarized below with recommended actions.

Analysis and Discussion:

While there were many operational issues identified, including some noted in the best management practices section, the project team has grouped these together and listed only the most critical issues below. These are items that if addressed have the ability to greatly improve service delivery and the accuracy and reliability of financial transactions within the City.

- Lack of full implementation of ERP modules (grants, AR, e-payables, etc.) has limited ability to automate many financial functions and implement electronic processing. Excessive reliance on Excel and other software to perform critical financial functions / reconciliations (i.e., financial statements, fixed assets) is creating an inability for the organization to streamline functions, improve service to operating departments, and have accurate and reliable data for projections and trend analysis.
- Lack of complete and timely financial reporting impacting the organization (knowledge of financial status in a timely manner), and ability to timely reconcile accounts. This is a critical issue related to the ability of the organization to provide timely, accurate, and dependable financial data.
- Fixed asset program not fully implemented, resulting in reliance on manual and Excel documents. This lack of a centralized and integrated fixed asset program within the financial system is also creating additional work for operating departments and reducing the reliability and accuracy of the data reported to Finance regarding fixed assets in the field.
- The lack of timely processing of payables (averaging 45 to 60 days rather than best practice of <30 days) prevents the City from taking discounts for timely payment. Additionally, it requires significant effort to manually route and approve invoices. Electronic circulation and approval should be implemented for accounts payable.
- Integration between Payroll and General Ledger is significantly lacking; many issues occur with accurately preparing payroll in a timely manner.
- Monthly transactions / financial records have not been closed since Jan 2009. The lack of timely closed monthly accounting records leaves the City open to findings during auditing, impacting its ability to accurately report the financial condition of the City.
- CAFR significantly delayed in being issued on an on-going basis. One of the Division's highest priorities should be timely completion of the CAFR report annually.

- Highly decentralized grants administration function – some centralization and departmental support from this Division may be beneficial. Most departments have indicated an inability to meet expectations due to the lack of guidance provided by Accounting staff and the large number of old grants not properly closed out.
- The City should complete the update of the indirect cost allocation plan that was in progress to provide a defensible and updated basis for charge-backs to departments.
- Level of resources allocated to automation of functions must be reviewed. Critical functions are either not being performed or not timely performed. Many departments are developing “shadow” financial systems to develop basic financial information necessary to run their Department. If the implementation of the ERP modules cannot be done in a timely manner to address these issues, the Accounting staff should work with IT staff to develop a citywide approach to the “work around” to achieve at least some level of consistency and provide assistance to operating departments.

While many issues have been identified, most of these are well-known to staff who are supportive of finding methods of addressing and resolving them.

Recommendations:

- **Accounting staff must work with ERP staff to develop a concise, realistic, and appropriately prioritized plan for implementing the financial modules not currently functional.**
- **Key priorities within this plan must include implementation of timely financial reporting (to eliminate need for shadow accounting systems in departments), monthly and annual financial reporting and reconciliation features, and improvements within the Payroll integration within the ERP.**
- **A secondary priority should be the implementation of electronic routing and approval of financial documents to eliminate need for circulating invoices for approval. This change will enable the City to pay more timely and save money through available discounts for quick payment.**
- **Grants staff should develop a grants administration manual and provide training to staff within the Departments who have daily responsibility for grants administration.**
- **Internal staffing allocations within Finance must be adjusted to enable staff to complete closing of months**

in a timely manner (no more than 30 days after end of month initially) and completion of account reconciliations.

- Completion of the CAFR within prescribed time period must be high priority for staff.
- The City should complete the update of the indirect cost allocation plan that was in progress to provide a defensible and updated basis for charge-backs to departments.

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – OMB

Organizational Structure and Staffing

Issue:

Is OMB appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

Currently, the OMB Division of the Finance and Administrative Services Department is lead by the City Budget Officer and supported by eight (8) staff members, including:

- Two Executive Budget Analyst III positions
- Five Executive Budget Analyst II positions
- One City Economist position

Analysis and Discussion:

As a division of the Finance and Administrative Services Department, the OMB function is based in one of the more common locations for larger municipal organizations. The other commonly seen location for this function would be as a direct report to the Chief Administrative Officer (CAO) position. At the present time the project team is not recommending this change, as the current location within the organization keeps all core financial services reporting to a single individual – the Director of Finance and Administrative Services. No operational difficulties or limitations were noted during our fieldwork and/or analysis that warrant recommendation of a change in organizational location for this unit. In the event, in the future, that the City desires to place additional duties and financial program oversight within this unit, it would be appropriate at that time to consider placing OMB under the direct oversight of the CAO.

While staffing has declined slightly over the last several years, the only major service area impacted has been the robustness of the performance measurement program and related support that can be provided to the various City Departments. If the City desires to implement a best in class performance measurement program at the programmatic level, the current resources allocated to this effort are not sufficient to accomplish this in a quality manner. If this becomes a City goal, the City should allocate a dedicated position (Executive Budget Analyst) position to do so. It is estimated that the costs of this position would be approximately \$95,000 annually.

Recommendations:

- **The City should maintain OMB as a division of Finance and Administrative Services.**
- **In the future, if the City desires to place a greater emphasis on performance measurement, reporting and service evaluation, an additional Executive Budget Analyst position should be authorized.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – OMB

Service Delivery Evaluation

Issue:

Are operations within OMB appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

Presently, the OMB Division is responsible for the following general areas:

- Responsible for overall budget (operating) development, monitoring and reporting for the City. Periodic budget reporting and meetings with Departments.
- Develops 5-year revenue and expenditure forecast for the City.
- Oversees City's performance measurement / priority objectives effort including support, advice and assistance to departments.
- Quality Control of annual audit (CAFR).
- Various special projects, mgmt. audits, process improvement, etc.
- Sign off on all personnel actions (new hires, reclassifications, position changes, etc.). Serves as de facto point of position control.

Analysis and Discussion:

In conducting interviews with staff, evaluating data and documents compiled, and conducting a best management practices assessment of the Accounting Operation, there were issues identified that would provide the potential to improve services currently provided by OMB to the organization. These include:

- The lack of position control within the City's current HR and financial system requires that OMB play the "gatekeeper" role for this function. Ideally, this function should be performed by HR (a position requisition should not be routed for approval until they certify it is in compliance with authorized positions). OMB should move to only an auditing and oversight role rather than performing the daily approval. Human Resources should have primary responsibility for ensuring compliance with the position control system. This cannot be accomplished until an automated and accurate position control system is implemented.
- OMB should have oversight and responsibility for the development and management of both the capital and operating budgets. While a significant amount of the work will continue to be performed by Municipal Development on the capital budget, the benefit of having OMB with a greater oversight role is the ability to more closely link and manage the inter-dependencies between the operating and capital budgets.
- As noted in the staffing section, if the City desires to implement a more in-depth and robust performance management program, that should be located within OMB – but staffing increases will be required.

Overall, the project team viewed the services provided by OMB, including the support provided to other departments in the organization as meeting many best in class standards.

Recommendations:

- **With the implementation of position control in the HRIS system, the primary responsibility for position control and compliance with the adopted budgetary position allocations should fall within Human Resources not OMB.**
- **Oversight of the development of both the operating and capital budgets should be placed in OMB to enable the development of greater linkages between these two budgets.**
- **OMB should be the lead entity to support any effort to enhance or improve the performance measurement program.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – PURCHASING DIVISION Organizational Structure and Staffing

Issue:

Is the Purchasing Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

Presently, the Purchasing Division is located within the Finance and Administrative Services Division providing centralized purchasing for the City's operations.

This Division is headed by the Materials Management Officer who oversees the following divisions and staff:

- City Attorney (dedicated to Purchasing functions);
- Purchasing (Five Staff including four Senior Buyers and one Purchasing Program Specialist)
- Customer Satisfaction Manager;
- Warehouse Operation (comprised of thirteen staff including Internal Services Supervisor, Warehouse Supervisor, Warehouse Workers (3), Receiving Inspector (1), Senior Buyer, Finance Technician, and Office Services Worker (4).

Within the assigned staff, there is one buyer dedicated to the Airport operations.

Analysis and Discussion:

As a core internal services financial function, the Purchasing Division is appropriately located within the Finance and Administrative Services Department.

Staffing within the Purchasing Division, overall, is appropriate with the exception of the buyer classifications. As will be noted in the following section, the greatest noted area of dissatisfaction from City Departments is the quality and timeliness of service requests from the Purchasing Division. This Division is currently in an “improvement phase” being led by a relatively new Materials Management Officer, and while there are many operational improvements that must be made, the ability to implement them will be hampered by the inability to allocate staff to process improvements at the same time that daily work activities must be completed.

The project team recommends that a Process Improvement Analyst position be authorized for a one-year period, with a dedicated focus on implementing process and technology improvements necessary to enable staff to perform at acceptable levels, including both items identified within this report as well as items of which that Purchasing is already aware of and addressing. The one time cost for this effort would be estimated at \$70,000.

Recommendations:

- **The Purchasing Division is appropriately located as a division of Finance and Administrative Services.**
- **The City should add a Process Improvement Analyst position be authorized for a one-year period at a cost of \$70,000 to assist the Materials Management Manager in making short-term operational and technological improvements.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – PURCHASING DIVISION

Service Delivery Evaluation

Issue:

Are operations within the Purchasing Division appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

The City of Albuquerque's Purchasing Division is responsible for the provision of centralized procurement services to the City's organization. The general duties performed by this division include:

- Responsible for the centralized purchasing function (goods and services) for the City of Albuquerque.
- Adopts master contracts for more timely access to procurement of select good & services.
- Responsible for development and issuance of all official RFX documents.
- Issues all purchase orders for the City organization.
- Oversees pCard program.

From the interviews with departmental staff throughout the organization, our analysis of operations against best management practices, and insight received from the employee survey, the Purchasing function in Albuquerque is one of the internal service functions that has the higher levels of dissatisfaction from users. Key concerns noted include timing to complete purchase requisitions and getting a contract approved for issuance.

Analysis and Discussion:

The analysis conducted regarding the procurement function identified several key issues outlined below by key themes:

- No spend analysis is conducted on the City's total spend. Industry practice dictates that an annual spend analysis

should be performed to identify new opportunities to put in place master contracts, bid out goods and services required by multiple entities, and achieve pricing breaks due to procurement of larger quantities of goods and services from a single contract, and reducing the number of suppliers. Conservative estimates of the value of a robust spend analysis program (and implementing more master contracts for commonly purchased good) equate to between 3 to 5% of total spend. This represents a significant cost savings opportunity for the city.

- P-Card process and management should be updated and strengthened. A more formal audit process should be instituted to ensure compliance with adopted policies and procedures.
- True procurement software is not fully implemented. The Department is utilizing Sharepoint for data tracking (purchase requisitions) and this limits the ability to fully automate the procurement process including all aspects of procurement – from electronic requisition approval and transmittal, to electronic distribution of purchase orders, online receipting of goods and services received, and electronic payments to suppliers.
- The handling of surplus vehicles and equipment should be centralized within the City. Currently both Purchasing and APD have surplus disposal programs (APD for vehicles). Purchasing should perform this function for the APD.
- The Department must develop a set of performance measures in order to establish a baseline of service expectations. Key indicators should be timeframe from purchase requisition approval to purchase order issuance, percentage of requisitions filled off existing commodity contracts, and time from submission to approval of contract documents. A quarterly report on performance should be developed and shared throughout the organization.
- An on-going staff development program for all procurement staff should be developed and implemented to provide skills enhancement. A greater focus on customer service, timely processing of documents, and providing “added value” to the procurement process should be instituted.
- A comprehensive “How To Do Business with ABQ” guide should be developed and provided to potential vendors on the City’s website to assist them in submitting responsive proposals and bids and reduce the number of vendor contacts to professional purchasing staff for routine questions.
- An on-going vendor survey system should be developed and put into place to provide on-going feedback from vendors regarding satisfaction with procurement services.
- A vendor evaluation system should be developed and put into place to track vendor performance. Procurement staff should provide training and guidance to departmental staff on how to effectively evaluate and deal with

problematic vendors.

- Greater education of departmental staff should be conducted to make them aware of available cooperative purchasing opportunities. This training should be developed by Purchasing staff and provided at least annually to departmental staff. Improving department staff understanding of available procurement vehicles (master contracts, state contracts, etc.) will reduce the need for developing bids and purchase orders for items already covered through existing contracts.
- Implementation of standardized contract terms and conditions and standard contract language to reduce timeframe for processing contracts. While this is in place in most areas, in some functional areas (such as Social Service contracts and sub-contracting agreements) the approval of standard contracts has not been fully and consistently utilized. This has resulting in a much longer time frame for selected departments (such as Family and Community Services) to get contracts reviewed and approved once a vendor selection has occurred. A formal training session should be conducted at least annually (or included as a topic at one of the quarterly PLUG meetings) to ensure all primary purchasing representatives are aware of the availability of standard contracts and terms.

As previously noted, the purchasing function is one of the major internal service areas that fell short of user expectations in virtually all departments reviewed. As a vital component of providing access to the necessary goods and services required by departments to provide service to the public.

Recommendations:

- **The Division should conduct an annual spend analysis to identify opportunities to implement new master contracts for commonly procured commodities and services.**
- **The Division should implement a formal audit program for p-card transactions.**
- **The Division must develop a plan with ERP to implement a purchasing module integrated with the City's financial system with the goal of automating the purchasing requisition and purchase order entry and approval process. These should occur electronically. Implementation of on-line receipting and electronic payments should be a secondary priority.**
- **The City should centralize the handling of disposal of surplus vehicles and equipment, including those disposed of by other Departments (i.e., Albuquerque Police).**

- **A set of key performance measures for the procurement function should be adopted with quarterly reporting of performance against these targets.**
- **A staff development program should be developed to increase skills of purchasing staff.**
- **A comprehensive “How To Do Business with ABQ” guide should be developed and provided to potential vendors on the City’s website to assist them in submitting responsive proposals and bids and reduce the number of vendor contacts to professional purchasing staff for routine questions.**
- **A vendor evaluation system should be developed and put into place to track vendor performance. Procurement staff should provide training and guidance to departmental staff on how to effectively evaluate and deal with problematic vendors.**
- **Purchasing staff should expand the implementation of standard contract terms and conditions for use by all departments. Additionally, contract templates should be developed and approved by legal to streamline the contract development process in areas where they do not currently exist.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – TREASURY DIVISION

Organizational Structure and Staffing

Issue:

Is the Treasury Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

The Treasury is one of the ten divisions allocated to the Finance and Administrative Services Department. It is appropriately located within this Department due to the core financial services that it provides to the organization.

At the present time, the Treasury Division is lead by the City Treasurer, assisted by one Assistant Treasurer, who oversee the following divisions / staff:

- Debt Management
- Investment Management
- Customer Service Functions (Customer Service Teller Operations and Business Revenue Collections)
- Banking and Business Compliance (Permits Administration and Cash Assets Custody and Controls).

The Customer Service Functions are overseen by a Treasury Supervisor who oversees 6.5 Finance Technicians. The Banking and Business Compliance functions are overseen by a Treasury Supervisor who overseen two Fiscal Technicians, one Accountant II, and four and half Finance Technicians.

Analysis and Discussion:

Treasury is appropriately located within this Department due to the core financial services that it provides to the organization. There are significant operational benefits from having all financial functions reporting to a single Director.

Regarding the internal division organizational structure, the Division has appropriately organized the functions. While

the spans of control for the individual Treasury Supervisors is low (only 1 : 6.5 and 1 : 7.5) since they are working supervisors and not fully dedicated supervisory personnel this is appropriate. From our fieldwork, interviews with Department Management and review of operating practices, as part of the best management practices assessment, staffing allocations – are sufficient for current workloads. While workload peaks occur at times, no critical functions are not being performed at the present time. The potential for further technological implementation may further reduce the workload enabling higher performance by existing staff.

Recommendations:

- **The Treasury Department should remain as a Division of the Finance and Administrative Services Department.**
- **The internal organizational structure and staffing allocations are appropriate based upon allocated duties.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – TREASURY DIVISION

Service Delivery Evaluation

Issue:

Are operations within the Treasury Division appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

The Treasury Division is responsible for the following general functions:

- Responsible for the collection of a variety of taxes, fees and payments for the City of Albuquerque.
- Responsible for the active monitoring and investment of the City's available funds in accordance with the City's adopted investment guidelines.
- Handles business registration and licensing for the City.
- Operates two Treasury collection facilities.
- Handles all City bond issuance, redemptions, etc.
- Responsible for ensuring sufficient cash on hand to meet daily operating needs, and investing idle cash.

The Division operates two collection centers to accommodate staff and customers.

Analysis and Discussion:

As noted in the best management practices assessment, this Division has in place many of the key policies and procedures to guide operations and implement a best in class Treasury Operation. The use of governing boards for debt

management and investment provide a level of oversight and compliance in these areas. While generally, operations were viewed favorably in the approach and utilization of best practices, there are several operational improvements or changes that should be considered for the Treasury function. These include the following:

- The City should expand the use of credit cards as a preferred payment method both at department locations accepting payments for services, at the Treasury collection centers, as well as online. Most individuals in the public have come to expect the ability to utilize their credit cards for most purchases. While there is a cost for implementation (due to processing fees), the City should either incorporate this fee into their charges or add an administrative processing fee (to the extent permitted by law). Given recent changes in legislation impacting imposition of processing fees on credit card transactions, the City should upon expansion of this option, establish an administrative processing fee to cover actual costs of processing electronic payments. While the implementation of a processing fee may be met with some public resistance, the City should not bear the revenue loss from this convenience. Individuals that do not wish to pay the administrative / processing fee would still have the ability to pay through cash or checks – as currently permitted. An added benefit of greater acceptance of credit card payments, is the potential reduction in the number of insufficient funds checks that must be processed by the City.
- Decentralization of some financial functions throughout the City improves customer service. However, the Treasury Division should be strengthened and increase the level of training provided to department staff handling cash and payment and increase the amount of auditing performed by the Treasury Division. All petty cash and change accounts should be on a periodic cycle for auditing in addition to random based audits.
- Policy decision should be made regarding future effort to either implement e-payables or making payments on City credit card (latter provides annual rebate to City of approximately \$200,000) but includes additional processing and administrative work. The City's increased use of e-payables will increase the efficiency of payments to those owed money by the City and decrease paperwork but will have a resulting decrease in the annual refund received by the Treasurer's Office due to decreases in use of the City credit card. The Treasury Division and Accounting Division should reach agreement on the policy approach to utilize. The Matrix Consulting Group would recommend that the efficiency gains available from implementation of e-payables will be significantly greater than the decline in the rebate received by the Treasury Division.
- The Treasurer's Office should develop a plan to implement check readers in high volume departments (and the Treasury Office, to eliminate NSF checks. Check readers that electronically convert the check presented to an

electronic deposit are standard in many payments locations. These eliminate NSF checks as the customer is immediately notified that funds are not available and any permit, license or other service for which they are paying is not provided unless another payment method is provided. This change will greatly simplify the process for handling NSF checks and provide a higher value service to departments.

While these recommendations are not identified as correcting “major” operational issues, they have the ability to make a significant contribution to the streamlining of some key financial policies, provide a greater level of internal control, and improve services to the individual departments.

Recommendations:

- **The City should expand the use of credit cards as the preferred payment method, at department locations and Treasury locations, and implement an administrative / convenience fee for credit card payments.**
- **The Division should strengthen and increase its existing training program to Department Staff throughout the organization responsible for accepting and reconciling payments.**
- **The Division should develop and implement a more robust auditing program for remote sites accepting payments on their behalf. Petty cash and change boxes should be audited at least annually and upon change in custodian.**
- **The City should make a policy decision of increasing the use of e-payables to streamline payments made by the City, recognizing this will have an impact on the size of the credit card rebate received from the use of the City credit card as a payment mechanism.**
- **The Treasury Division should develop a plan to implement check readers within the Treasury Division and in high volume payment centers (in the Departments) to reduce the number of NSF checks.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – RISK MANAGEMENT DIVISION

Organizational Structure and Staffing

Issue:

Is the Risk Management Division appropriately located within the organizational structure? Are there organizational structure changes that are appropriate?

Current Situation:

The Risk Management function is currently allocated to the Finance and Administrative Services Department. It is headed by a Risk Manager who oversees the following functional areas and staffing allocations:

- Safety Design Officer (1 position)
- WC Claims (6 positions)
- Tort Claims Manager (4 positions)
- Loss Prevention Manager (7 positions)
- Risk Program Manager (3 positions)
- Substance Abuse Program Manager (3 positions)
- Accounting Manager (4 positions).

Analysis and Discussion:

The organizational location of Risk Management Functions within the Finance and Administrative Services Department is one of the two most commonly seen organizational locations for this function. In most municipal organizations, risk management is either located within the Financial Operational Unit (typically when overall focus is greatest on cost of these services) or within the Human Resources Department (when focus is more on service provision rather than fiscal issues). Both approaches are not only common – but appropriate locations for these functions. The more critical issue is whether there is the appropriate level of coordination for service delivery between Finance and Human Resources.

After considerable analysis and discussion the project team is not recommended a change in the organizational location of the Risk Management function – **at this point in time**. While there is the potential to split some functions out of Risk

Management and more closely integrate them into the Human Resources program area (such as Safety Program, Substance Abuse, EAP services, ADA compliance – and potentially workers compensation), there are significant operational issues and improvements needed in Human Resources that must be addressed before additional duties are allocated to them. So therefore, at the present time, the entire Risk Management functions should remain within Finance and Administrative Services. In the future, if these identified functions are transferred to Human Resources, consideration should be given to also transferring tort claims under the legal function.

Recommendations:

- **The Risk Management Division should remain within the Finance and Administrative Services Department.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – RISK MANAGEMENT DIVISION
Service Delivery Evaluation

Issue:

Are operations within the Risk Management Division divisions appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

The Risk Management Division of the Finance and Administrative Service Department is generally responsible for the following functions:

- Responsible for administration of the City Workers Compensation program. This program is conducted entirely in-house including claims processing.
- Employee Health Centers as a component of the City's worker's compensation program.
- Handles tort claims filed against the City. Principal work effort handled by City attorneys from the Legal Department.

- Responsible for organization-wide loss prevention programs including safety inspections, safety training, and general safety programs.
- Handle ADA compliance activities.
- Oversee and administer EAP program, Health & Wellness initiatives (first aid training, etc.), and ergonomic evaluations.

The Risk Management operation requires extensive cooperation between this Division and other Departments – particularly the Human Resources Department and Legal Department to perform assigned duties.

Analysis and Discussion:

There are many functions that fall under the purview of the Risk Management Division, that are shared responsibility with other Departments. These would include shared responsibility for safety efforts with Human Resources, ADA compliance with Human Resources, and tort claims processing with the Legal Department. Additionally, given that the Worker's Compensation program is handled entirely in-house, there is extensive coordination with the payroll operation in Accounting.

Following the review of the Risk Management operations, and the best practices analysis, several key operational issues were identified. These are discussed in the following sections:

- As noted in the preceding section on organizational structure, there are strong reasons to consider movement of several of the programmatic areas to the Human Resources Department (such as Safety, FMLA and ADA compliance, and Wellness Programs) since the responsibility for these is currently shared and fragmented between the two entities. However, the project team recommends that this not occur until other operational issues within Human Resources are addressed first. This should be the long-term goal of the City.
- The oversight and administration of the employee health center should be ultimately transferred to Human Resources as part of their Health and Wellness programs. The City of Albuquerque provides a wide variety of programs to assist employees in managing their health and addressing their life-work balance. These efforts include health and wellness programs in Human Resources; along with the EAP and Health Center managed out of Risk Management. To leverage these programs fully, the City should have all these programs administered by a single division and overseen by a single individual. The project team would recommend that the responsibility for the health center administration, EAP programs, and other wellness efforts be consolidated within Human

Resources.

- As previously noted, the City would benefit from having a more consolidated approach to Safety program administration. Long-term, the entire safety program elements performed by Human Resources and Risk Management should be combined and placed within the Human Resources Department. In the short-term, the safety program should be expanded to ensure all City employees are covered by a Safety Committee, that a core group of safety classes are provided on a recurring basis to all employees, and that targeted training sessions are developed for high-risk work classifications (generally those who work in the field). These duties should be centralized within Risk Management.
- The City of Albuquerque has implemented a completely in-house worker's compensation program administered by the Risk Management Division. Worker's compensation payments are made through accounts payable rather than the payroll system and the level of integration and cooperation between Risk Management and the Payroll function is high to ensure that accurate payments are made to employees. There is a policy issue that should be addressed as the current approach to worker's compensation payments can result in an employee receiving more compensation than would be achieved if the employee were not injured and on worker's compensation. Clearly, this is a disincentive to return to full duty as quickly as possible. Given the technical nature of this effort, the project team recommends that the City consider outsourcing the worker's compensation payment at least in the short-term to address inefficiencies identified within the payment processing related to worker's compensation payments. As previously noted, the existing payroll system has operational issues that discourages a recommendation to immediately consolidate the processing of worker's compensation payments within the payroll unit. The City should issue an RFP to test the market for outsourcing processing of the actual worker's compensation payments. This would reduce staffing for those individuals who process payments, but would require one individual to remain to oversee the contract, handle employee inquiries, and process initial claims.
- The City does not have a dedicated ADA Coordinator. Compliance is handled jointly between Risk Management and Human Resources. A more coordinated and proactive ADA compliance program should be developed within the Risk Management Division (for public access) and within HR for employee-related issues.
- FMLA and ADA Issue coordination between Risk Management and Human Resources must be improved. The current fragmentation of responsibility leaves room for error and limits accountability. The training functions associated with FMLA and ADA should be targeted for transfer to the Human Resources Department and integrated within its functions and services. Actual review of sites for compliance with ADA compliance would remain a Risk

Management function.

The implementation of these changes in operational focus and responsibility will enable a more coordinated risk management effort – even with many functions being reallocated over time.

Recommendations:

- **A longer-term goal of the City should be to transfer responsibility for select Risk Management functions (such as wellness and health center programs) to the Human Resources Department.**
- **Safety Programs should be expanded in the short-term to cover all employees. Base safety classes should be provided to all employees. The Safety program responsibility should be more greatly centralized within Risk Management.**
- **The City should issue an RFP to test the market for outsourcing worker's compensation review and processing of medical payments.**
- **A more coordinated and proactive ADA compliance program should be developed.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – REAL PROPERTY DIVISION Organizational Structure and Staffing
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Issue:

Is the Real Property Division appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

The Real Property functions performed by the City of Albuquerque are current located within the Finance and Administrative Services Department as a Division. The Division is headed by the Real Property Division Manager who supervises the following staff:
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|---|
| <ul style="list-style-type: none">- Senior Administrative Assistant (1)- Right-of-Way Supervisor (1)- Real Property Agent III (1)- Real Property Appraiser II (1)- Property Appraiser (1)- Research Technician (1) |
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Over the years, this function has been located in various locations within the City of Albuquerque's organizational structure.
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Analysis and Discussion:

Based upon the project team's review of the entire organizational structure, there are greater community of interests and ability to more effectively provide services, if the Real Property Division were reallocated to the Municipal Development Department. This would place all functions related to the acquisition, lease, maintenance and operation of facilities, leases, surplus land and facilities, and right-of-way together. It would provide under a common supervisor, all activities related to the acquisition or procurement, management, maintenance and upkeep of owned or leased City

property. Additionally, it provides a single entitle responsible for the management, allocation and disposal of City facilities. It is uncommon within municipal organizations to segregate the functions as currently done in the City.

The internal organizational structure of this Division is appropriate for the functions performed. While work loads and activity levels are high, this is principally a result of the lack of automation and the neglect given to the functions overseen by this Division in past years. The only noted area where significant lack of staff support is present is with the legal support provided to Real Property. While a City Attorney is “allocated” to this function, due to other assigned duties this individual is not readily available to support the daily activities in Real Property. Consideration should be given to reallocation of additional legal support to this effort, to ensure that the legal needs of this function are addressed in a timely manner.

Recommendations:

- **The City of Albuquerque should place the Real Property Division within the Municipal Development Department.**
- **The Division should work with the Legal Department to acquire additional legal resources to support their work efforts.**

FINANCE AND ADMINISTRATIVE SERVICES DEPARTMENT – REAL PROPERTY DIVISION Service Delivery Evaluation
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Issue:

Are operations within the Real Property Division divisions appropriate? Are there operational improvements, service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?

Current Situation:

The Real Property Division of the Finance and Administrative Service Department is generally responsible for the following functions:

- Oversees real property assets of the City of Albuquerque including land and buildings whether owned or leased by the City.
- Oversees right of way acquisition and release for City.
- Manages surplus properties including disposition of real property no longer needed for City purposes.
- Oversees leasing efforts of the City, attempting to standardize approach to leasing utilized by the City to ensure appropriate terms, conditions and financial considerations.
- Oversees / conducts appraisals associated with property / building acquisition or disposal.
- Handles special projects and provides advice, as necessary, on development issues.
- Assists Parks & Recreation on open space trust land acquisition and sales.

These functions are performed principally internally with City staff. The technology available to the Real Property Division is extremely limited and no comprehensive and accurate inventory exists of all real property for which they have management responsibility. The current leadership has been addressing this and developing the required data.

Analysis and Discussion:

In reviewing the operations of the Real Property Division, the project team noted many strengths in the plans developed and under implementation by the current leadership. However, this function has been neglected for a significant period of time and basic data (such as an inventory) has not been available for their use.

The staff allocated to the division, as previously noted, possess the skills sets and backgrounds needed for a highly functioning real property operation in the City of Albuquerque. Staff are principally hampered by the lack of technology and the lack of base data regarding real property under their responsibility that limits quick improvements. The staff is working hard to address both of these areas. The following points summarize the key operational issues identified within the Real Property Division:

- Lack of a complete inventory of real property assets significantly impacts City's ability to manage this area. The ability to improve lease management and determine whether all assets under contract are necessary is virtually impossible without an accurate inventory. Staff have conducted a comprehensive record search effort, including assistance from departments, to develop a master listing of real property assets.
- Lack of automation / software (i.e., lease management) has limited ability to automate / enhance service delivery. The Division does not have a software system that is capable of tracking critical information regarding all real property under control including lease details. The Division should work with staff in Municipal Development to identify and acquire appropriate asset management software that includes the ability to automate the lease management function. It is important that the City not further fragment software solutions by acquiring a system for this Division that is not the same as, or fully integrated, with systems utilized in other Departments. Software acquisition costs may be around \$250,000 for this division alone – however, given the size and number of properties managed, this costs will significantly increase the ability of staff to not only perform their basic duties, but conduct detailed analysis of lease terms, and space under lease to determine opportunities for reducing lease costs over the long-term.
- Given existing staffing allocations, the Division has the potential for a significant turnover in staff within the next several years. There is a high percentage of employees in eligible to retire within 3 to 5 years. The Division, with the assistance of Human Resources, needs to develop a succession planning effort to ensure that critical functions will be covered in the future.
- Due to staffing levels, surplus properties not being provided attention needed. There is an inability to devote time to

handling these properties. Following the implementation of a software system to manage real property and leases, the staff should develop an analysis of all property under control to determine and identify “surplus” or “underutilized” properties. At this point in time, temporary assistance may be needed to assist the City in timely disposing of all surplus properties.

Recommendations:

- **Staff should continue their efforts to identify all real property and leases under the City’s control and finalize the master inventory. This should be a high priority in order to make other operational changes.**
- **The Division should work with Municipal Development to successfully implement an asset management software solution that can handle not only details regarding asset management but only also lease details.**
- **The Division should work with Human Resources to develop a succession planning program for the Division due to the high percentage of employees eligible to retire within the next several years.**
- **Following acquisition and implementation of the software solution, the Division should place a high priority on conducting a comprehensive review of all properties under control to reduce the number of surplus and underutilized properties controlled by the City. While efforts should continue on this effort even prior to acquisition of a software solution, the ability to conduct a comprehensive evaluation will not be possible until that time.**

FINANCE AND ADMINISTRATIVE SERVICES – FLEET MANAGEMENT DIVISION

Responsibility for Management of the Fleet and Fleet Size Control

Issue:

Should the City designate a Fleet Manager, responsible for management of all aspects of the City's fleet (excluding the enterprise funds)?

Current Situation:

The Department of Finance and Administrative Services is authorized a Fleet Manager. That manager, however, is not expressly granted authority to function as a fleet manager.

Analysis and Discussion:

The primary factor driving fleet-related costs for any organization is the size and composition of the fleet. The more vehicles an organization owns, the higher the annual cost to that organization, because for each fleet asset there are costs associated with ownership and operation. Even under-utilized vehicles consume fuel and maintenance resources each year. More importantly, these units also lose value each and every day even if they are older and are fully depreciated (i.e., "paid for") on the books. Time and effort are also required to maintain appropriate licenses, tags, fleet inventory records, insurance, fuel cards, etc.

The City lacks a policy and procedure that clearly defines the authority and responsibility of the Fleet Manager in management of the size of the fleet. In addition, the City lacks policies and procedures for measuring and monitoring vehicle utilization and for handling those assets deemed to be under-utilized. There is not a threshold for annual mileage or hours of operation to determine the costs of furnishing an employee with a City-owned vehicle versus the costs of meeting the need for a vehicle through other means.

Policies and procedures are needed to clearly define how fleet utilization is to be monitored and fleet size controlled. The policy must address how and when the Fleet Manager in DFAS is to review utilization, who is responsible for each step of the process (i.e., the Fleet Manager in DFAS and citywide departmental managers), what types of communications are required, what actions are to be taken and how disputes will be handled. In support of the policy, a

set of procedures should be developed to guide the Fleet Manager in DFAS and citywide departmental managers in the fleet size control. The procedures must set forth utilization *guidelines* that are specific for each vehicle type. They must require the evaluation of alternatives to the full-time assignment of a vehicle when a vehicle is found to be used consistently below the guidelines, or when an under-utilized vehicle comes due for replacement. The procedures should not be overly complex or require excessive administrative time, but should be clearly communicated to all responsible parties and supported by the top levels of City management via policy. The Matrix Consulting Group recommends the use of utilization *guidelines*, rather than the establishment of minimum utilization *thresholds*. In our experience, when an organization establishes and publishes the minimum number of miles (threshold) that must be travelled by a vehicle in order for it to continue retention in its present assignment, employees often react by driving needless extra miles simply to assure the threshold mileage is exceeded. Guidelines, on the other hand, allow management the flexibility to make rational decisions regarding vehicle assignments and the use of alternative means of transportation.

Recommendations:

- **Develop and issue a citywide policy and procedure that established the authority and responsibility of the Fleet Manager in DFAS for management of the City's fleet (excluding enterprise funds).**
- **Develop and issue a citywide policy and procedure that establishes guidelines for control of fleet size and the utilization of the City's vehicle and equipment fleet.**

FINANCE AND ADMINISTRATIVE SERVICES – FLEET MANAGEMENT DIVISION

Long-Term Plan for Replacement of the City's Fleet (Excluding Enterprise Funds)

Issue:

Has the DFAS developed a long-term plan for replacement of the City's fleet (excluding enterprise funds)?

Current Situation:

The DFAS has not developed a long-term plan for replacement of the City's fleet.

Analysis and Discussion:

In many cases, the age of the fleet maintained by DFAS exceeds metrics. For example:

- The median age of compact sedans is 7 years. The 75th percentile is 9 years. The Matrix Consulting Group would expect a median of 4 to 5 years.
- The median age for intermediate sedans is 8 years. The 75th percentile is 9 years. The Matrix Consulting Group would expect a median of 4 to 5 years.
- The median age for full size sedans is 6 years. The 75th percentile is 7 years. The Matrix Consulting Group would expect a median of 4 to 5 years.
- The median age for police patrol sedans is 4 years. The 75th percentile is 7 years. The Matrix Consulting Group would expect a median of 4 to 5 years. The median life-to-date mileage is 65,775, and the 75th percentile is 94,152 miles. The Matrix Consulting Group would expect a life-to-date mileage of 100,000 miles before replacement. As of September 2012, 135 police patrol sedans had a life-to-date mileage of 100,000 miles or more; this amounted to approximately 20% of the police patrol sedan fleet.

Clearly, there is a significant proportion of the City's fleet that meets or soon will meet replacement requirements. It is essential that management of DFAS, specifically the Fleet Manager, develop a long-term replacement plan for the City's

fleet, including replacement costs. The plan should utilize appropriate and realistic replacement metrics that consider both years and life-to-date usage (hours or miles).

Recommendations:

- **The management of DFAS, specifically the Fleet Manager, should develop a long-term replacement plan for the City's fleet, including replacement costs. The plan should utilize appropriate and realistic replacement metrics that consider both years and life-to-date usage (hours or miles). This plan should be coordinated with the DFAS effort to reduce the City's fleet.**
- **The management of DFAS, specifically the Fleet Manager, should develop a formal vehicle replacement policy that uses a point system to identify the vehicles that should be replaced. The point system considers and assigns points for:**
 - **The age of the vehicle;**
 - **The miles or hours of the vehicle, life-to-date;**
 - **The reliability of the vehicle;**
 - **The maintenance and repair costs of the vehicle life-to-date versus the class, excluding accident damage; and**
 - **The condition of the vehicle.**

FINANCE AND ADMINISTRATIVE SERVICES – FLEET MANAGEMENT DIVISION

Consolidation of Small Fleet Management Shops into the DFAS Fleet Management Division

Issue:

Should smaller fleet management shops at the Fire Department and the Aviation Department be consolidated with the DFAS Fleet Management Division?

Current Situation:

There are a number of smaller fleet management shops – notably in the Aviation Department and the Fire Department. The Fire Department allocates a fleet manager and 3 mechanics to its fleet. The Aviation Department employs a fleet specialist, lead mechanic and mechanic.

Analysis and Discussion:

A clear best practice for fleet management, and a dominant trend over the past twenty years, is the consolidation of fleet management functions. Traditionally, it was believed that the effectiveness or responsiveness of a fleet management organization was highly correlated to its proximity to the fleet users it served. The result of this belief was the creation of numerous independent fleet management programs, each serving the purported unique needs of its own group of customers relying on its presumably specialized skills and knowledge.

Increasingly, however, it has come to be recognized that many, if not most, fleet user needs can be met more cost effectively through a consolidated approach to fleet management. The trend in the fleet industry clearly is toward more, rather than less, consolidation of fleet management; most organizations of the City of Albuquerque's size have developed a centralized fleet management program.

The move toward consolidation can be traced to the increasing cost and complexity of fleet management over the last 20 years and a simultaneous increase in emphasis on governmental efficiency – particularly in the face of competition from contract providers of fleet management services. During this period, developments in such areas as computerization; personnel management and professional development; risk management; regulation of environmental protection and occupational safety and health; and automotive / equipment technology, have changed the definition of

"effective" fleet management, making it prohibitively expensive for many independent fleet management organizations to keep up. In short, the complexity of fleet management today produces significant economies of scale that often can be captured only through collective effort.

Recommendations:

- The responsibility for management of the fleets assigned to the Aviation Department and the Fire Department should be assigned to the DFAS Fleet Management Division. Satellite shops should continue to be operated at the Fire Department and the Aviation Department, but the supervisors for both shops should report to the DFAS Fleet Manager. The revenues and expenditures for both shops should be budgeted in the DFAS Fleet Management Division, and operating costs charged to the Fire Department and the Aviation Department.

FINANCE AND ADMINISTRATIVE SERVICES – FLEET MANAGEMENT DIVISION

Outsourcing of Fleet Management Services

Issue:

Does the Fleet Management Division utilize an appropriate balance of in-house staff and contractors?

Current Situation:

The Matrix Consulting Group uses metrics to assess the balance between in-house staff and contractors. One of those metrics is the commercial repair rate, or the percentage of direct labor and parts costs that are outsourced to private vendors. The metric is that not less than 15% of repairs are outsourced. The Fleet Services Division does not meet this metric.

Analysis and Discussion:

The Fleet Management Division should take a number of steps to enhance the balance of the use of in-house staff and contractors.

The first step would be to outsource the parts rooms. The Fleet Management Division can expect to reduce its costs by approximately 15% to 20% by outsourcing of the Division's parts rooms, and also to enhance internal controls at a lower cost. This was the experience of Palm Beach County, Florida, which outsourced its parts management. The County indicated that it would not only reduce costs, it would also eliminate responsibility for excess inventory and parts obsolescence and increase its work order fill rate from the current 66% to a contractually defined performance of 80% after the first six months. In Fremont, California, which outsourced its parts management, the vendor cleaned up the City's obsolete parts inventory and purchased \$150,000 of working parts inventory from the City. By acquiring this inventory, the vendor put the City out of the inventory investment business and helped its budget. Sarasota County, Florida outsourced its parts management, which had more than \$350,000 of inventory monthly, with yearly purchases totaling more than \$1 million. The outsourcing is projected to save the county \$180,000 annually. Outsourcing parts management provides a number of benefits besides reduced costs, including:

- A parts operation managed under widely accepted business principles;
- Improved parts fill-rates, with built-in penalties for inadequate performance;
- Only 3-5 invoices each month to process instead of several hundred;
- Pricing based on volume discounts offered to a large supply house that purchases in large lots to service several customers instead of one;
- No inventory carrying costs, since the City would be invoiced for only what it uses and not what ends up on the shelf.
- No ongoing cost to count physical inventory;
- No more obsolescence since the City would no longer have an inventory; and
- No payroll cost and personnel problems to deal with any longer.

In addition, the Division should evaluate the circumstances in which it outsources its maintenance and repair work. Some outsourcing is, of course, required for effective fleet management. This outsourcing should include specialty

repairs (e.g., radiators, tires, transmissions, body repair and painting, etc.), and services during peak workload periods. The Division is not consistently meeting an important service metric. That service metric is that the Division should complete not less than 70% of the work orders within one (1) workday of initiation of the work order and not less than 85% are completed within four (4) workdays. If the Division cannot meet that metric during workload periods, it should outsource the work.

Recommendations:

- **The Fleet Management Division should outsource its parts rooms.**
- **The Fleet Management Division should outsource specialty repairs (e.g., radiators, tires, transmissions, body repair and painting, etc.), and services during peak workload periods.**

9.H. CITIZEN SERVICES – 311

This section of our report provides the project team’s observations, findings, and recommendations related to the organization and operation of Albuquerque’s Citizen Services – 311 Division.

1. DEPARTMENT SUMMARY

The City of Albuquerque’s Citizen Services Division is responsible for providing information on basic citizen services and answers to citizens’ non-emergency questions. The division provides information on:

- Facilities, services and hours of operation;
- City sponsored events;
- Provides a central answering point for access to other departments;
- Acts as the primary answering point for service requests, such as abandoned cars, potholes, graffiti abatement, weed abatement, etc.
- Forwards department specific service requests to appropriate departments;
- Answers FAQ requests by the public;
- Reduces call load to City 911 services;
- Conducts citizen satisfaction surveys;
- Provides follow up information to citizens on service requests; and

- Answers transit related questions.

The operation has been well received by both the public and City management. According to survey results, the division is providing the information citizens require. The division has received numerous accolades since inception and has been recognized by the Transit Authority and Convention and Visitors Bureau as a valued asset.

Staff are ready and willing to handle any call taking activity required by the City or the public. Staff are well trained in call processing and enthusiastic about customer service.

2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations.
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational themes that may deserve further analysis (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.

- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate commitment from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team conducts, we are able to address each one of these performance related questions. Such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Citizen Services Division can further evaluate itself.

Best Management Practice	Yes	No	Unk.
311 Services need/require support from management at all levels of the city.	√		
Success can overwhelm the 311 system, Plan for this success.			√
Create a single comprehensive knowledge base for use by the call takers.		√	
Offer the public multiple access methods to 311 services via Web, Voice, Text, E-mail.	√		
Endeavor to minimize call transfers to individual departments.	√		
Effectively utilize new information and voice technology solutions.		√	

Best Management Practice	Yes	No	Unk.
Have full UPS and/or generator backup for 311 environments.		√	
Utilize reverse 311 for outbound information delivery		√	
Provide citizens the capability to attach photos to service requests.		√	
Enforce and audit a 311 privacy policy.			√
Ensure the voice systems have good call accounting, call recording, voice mail, skills based routing, and scheduling features.			√
Link services requests to GIS to allow cross street and intersection identification.			√
Ensure the service request tracking system has a built in escalation process to ensure requests are completed on time.			√
Ensure the department has written SOPs to ensure accountability.			√
Ensure scripts and service request resolutions are well defined and understood by all.			√
Provide access to language interpretation services.			√
Champion quality and customer service.	√		
Ensure quality communications between internal and external users.	√		
Continuous training programs are provided to improve workers' knowledge and skills in the division.	√		
Monitor caller satisfaction through call backs and surveys.	√		
Assess and improve department performance as a regular and routine part of doing business.	√		
Ensure staff is trained in soft skills, knowledge base, team building and cultural awareness.	√		
Ensure communications plans are in place and enforced for getting information to call takers.			√
Consider using a 311 certification program to ensure comprehension of systems, processes, knowledge, etc.			√

Best Management Practice	Yes	No	Unk.
Provide an instantaneous switch when 311 callers receive 911 calls.		√	
Ensure the 311 operations has a link to the City's Emergency Operations Center.			√

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, the City of Albuquerque should consider the following issue resolutions for the Citizens Services Division. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
The call takers must rely on and investigate numerous sources of information in order to reply to citizen queries and respond to citizen requests.	Consider moving away from web and share point resources toward a centralized knowledge base solution. This solution should be accessed via key word searches.	Depends on scope of implementation
	Providers of information into the knowledge base should be held responsible for maintaining the information and ensuring the data is accurate and timely.	Requires city departments to provide accurate, current and relevant information to 311
Majority of calls processed are Transit related and request the same redundant information.	Analysis of types of calls received will provide insight into potential solutions.	Increased effectiveness and resulting efficiency
Building alarm and power outage disable the entire operation.	Consider the use of UPS systems and backup phone systems.	Increased effectiveness and resulting efficiency
Utilize the 311 services as a business intelligence gathering tool not as an information and call processing switchboard.	Data collected by the Citizen Service should be used a strategic resource by City management.	Depends on scope of implementation

Issue	Analysis and Recommendations	Cost / (Savings)
Shift 311 services delivery from a “one-to-one” delivery mode to a “one-to-many” delivery mode.	Look for other opportunities for deploying 311 information to citizens.	Depends on scope of implementation

4. DISCUSSION OF ISSUES

Citizens Services – 311
<p>Issue:</p> <p>Call takers must rely on and investigate numerous sources of information in order to reply to citizen queries and respond to citizen requests.</p>
<p>Current Situation:</p> <p>When a citizen calls the City’s 311 service requesting information, the call taker must investigate the City’s external web site, internal share point intranet, emails and paper documents for a proper response. It was stated by division management that if the call taker can’t read the response from one of these sources, then a response can not be given.</p>
<p>Analysis and Discussion:</p> <p>Utilizing various sources of data to provide information is time consuming and can lead to inaccurate and/or out of date information being relayed to the caller. Most state-of-art 311 services utilize a single knowledge database to provide this information. The use of a single knowledge base facilitates call taker response, and ensures consistency. Additionally, this single source provides a clearing house for the information presented and shortens call taker training time. Most knowledge base systems rely on keyword searches and can contain follow-up information, additional notes for the call taker, and escalation procedures. Ideally this knowledge base should be built into the CRM system, allowing the call taker to utilize a single log-on and screen – something which is not currently available. It is unknown if the currently utilized CRM system allows for this knowledge base function. It is imperative that City departments generating 311 information are held responsible for ensuring the information presented to 311 is accurate, current and relevant. A</p>

single knowledge base also allows staff to track historical information which may be of future concern.

In recommending the use of a single Knowledgebase system verse the WEB, Sharepoint and CRM solutions currently in use require the City to streamline service delivery and enhance the expertise of the 311 call takers. There is a substantial difference between the tools currently being used and a true knowledgebase environment. The Web and SharePoint are not Knowledgebase systems. They are Content Management (CM) systems. CM systems are often used as electronic filing cabinets. They allow content providers to use standard office applications to add content. This content can be filed in folders, tagged with metadata and made easy to find and manage. Some can include approval workflows and most make searching and retrieval of content easy through the use of metadata or keywords searches. These systems do not manage the content of the information only the storage and retrieval of the information. Knowledge is not just content, it is actionable information.

A good Knowledgebase system structures information for reuse, separates the problem or question from the environment in which it occurs, the underlying cause, and the actual resolution. It is also usually integrated into a workflow environment.

It should also be noted that although the CRM was “hard” to utilize, the Department is still using it along with the WEB and SharePoint to provide answers. Implementing a Knowledgebase system is difficult, and maintaining the system is as well. However, a well-designed Knowledgebase system would allow city staff to capture, reuse and improve their knowledge and possibly reduce the multiple points of search and entry currently employed.

Recommendations:

- **Consider moving to a single knowledge base for all 311 information collections.**
- **Review the existing CRM system for use as a potential knowledge base repository.**

Citizens Services – 311

Issue:

Majority of calls processed are Transit related and request the same redundant information.

Current Situation:

It was stated that almost 60% of the calls received were transit related with most callers inquiring about bus status and bus schedules. This would indicate that for whatever reason, the citizens of Albuquerque are having issues with bus service and that management should consider options to solve this problem.

Analysis and Discussion:

Redundant or repeat calls on the same issue should raise alarms within the Citizens Service division. These repeat calls should be analyzed, documented and presented to management for resolution. It was not clear during staff interviews if a process for identifying potential issues was in use or available. Additionally, it seems that analyzing CRM system data may not be a primary focus for the Citizens Service Division. The division has a number of managers who are focused on processing call related data. It might make sense to transition these managers into an analytical function with CRM data mining being the primary focus.

Recommendations:

- **Analyze CRM data for abnormalities and develop a process to report findings to City management.**
- **Consider training existing division managers in data mining and reporting techniques.**

Citizens Services – 311

Issue:

Building alarm and power outage disabled the entire operation.

Current Situation:

During the interviews, the Citizen Services division had a fire alarm go off which prompted the evacuation of the building. During this building evacuation, the entire 311 system was offline to the citizens.

Analysis and Discussion:

The Citizens Service division has proven to be a highly regarded and relied upon city service. Having this service offline and unavailable raises citizen concern and reflects negatively on the city. This service has proven to be a catalyst for enhanced service delivery and an asset during emergency situations (i.e., The 2011 freeze/gas outage).

Recommendations:

- **Look at implementation of a disaster recovery plan for this division.**
- **Consider the use of newer voice technology (VoIP) that would allow the relocation of staff to other areas of the city not affected by an emergency.**

Citizens Services – 311

Issue:

Utilize the 311 services as a business intelligence gathering tool not just an information and call processing switchboard.

Current Situation:

The interviewer was not able to determine through staff interviews how other city departments and management were utilizing the Citizens Service Division and data that has been collected.

Analysis and Discussion:

Most 311 services are started as a way to simplify and standardize citizen interaction with city staff. When implemented, management soon realize that data collected via the 311 process and CRM can provide a number of advantages if implemented correctly and the data collected is utilized. Many cities utilize the 311 services to standardize business processes, generate automated work flows, provide issue based data, and provide visibility to City operations.

Management staff should look at utilizing the existing CRM system and 311 services to consolidate systems, improve operational efficiency, enhance reporting of key performance indicators and identify under performing processes.

Recommendations:

- **Look for ways to expand 311 services beyond information gathering.**
- **Take the lead in optimizing and training city staff on CRM capability and functions.**
- **Work with IT to develop CRM data mining tools.**

Citizens Services – 311

Issue:

Plan to take advantage of new technology and shift 311 services delivery from a “one-to-one” delivery mode to a “one-to-many” delivery mode.

Current Situation:

The primary way to contact the Citizen Service Division is via the telephone or email. This may suffice for now, however it will not be sufficient in future.

Additionally, by limiting citizen communication to voice only, this also limits the number of citizens served by a single agent.

Analysis and Discussion:

Phone and voice communications continue to be the number one way to contact city hall. E-mail runs a close second. This will not change in the near future, however more and more individuals are looking beyond voice and e-mail for their communications.

Many users are utilizing texting for their primary communications method. Additionally, 911 centers nationwide are looking to accept text, SMS and digital images as 911 initiators. The Citizen Service Division needs to start planning for these new methods of citizen contact.

The previous discussion regarding citizens calling 311 to inquire about bus schedules and status offers the opportunity to discuss the Division’s use of one-to-many communications. Obviously, an up-to-date web site would fit this definition of one-to-many communications but other options for one-to-many communications are available.

Using the bus schedule as an example, the Division could:

1. Use an IVR solution for offering repeat or redundant information like bus schedules;
2. Allow citizens to sign-up for daily e-mail or text on bus schedules.
3. Track buses via GPS in order to present current bus location information via web or text message.

4. Utilize the local Albuquerque media like television or radio to present bus information (think traffic report)

The reality is that these technology solutions are already in place in some cities and citizens will soon request and/or demand them from the city Albuquerque.

Recommendations:

- **Start planning both operationally and strategically for next generation 311.**

9.I. INFORMATION TECHNOLOGY

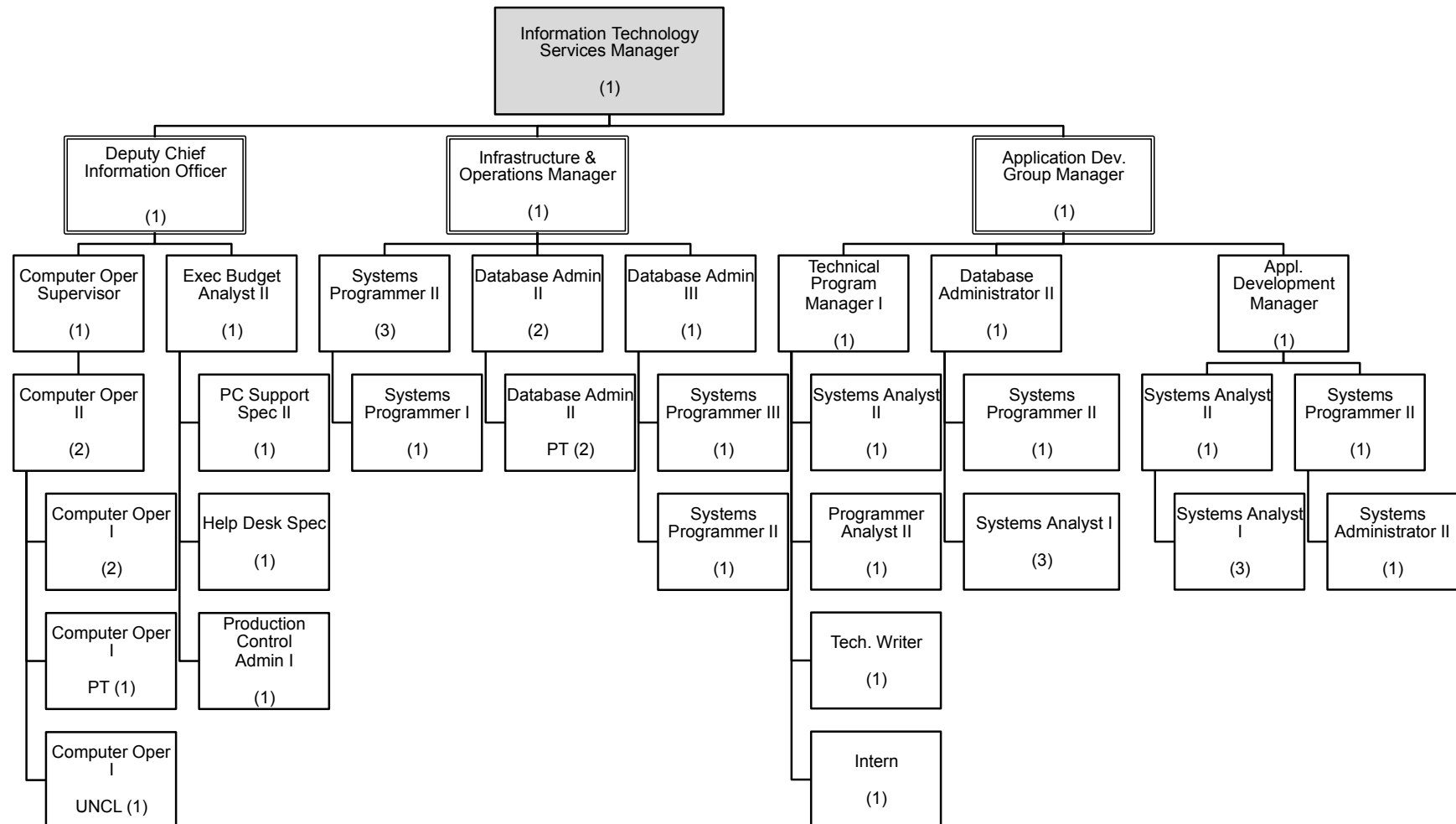
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Information Technology Department.

1. DEPARTMENT SUMMARY

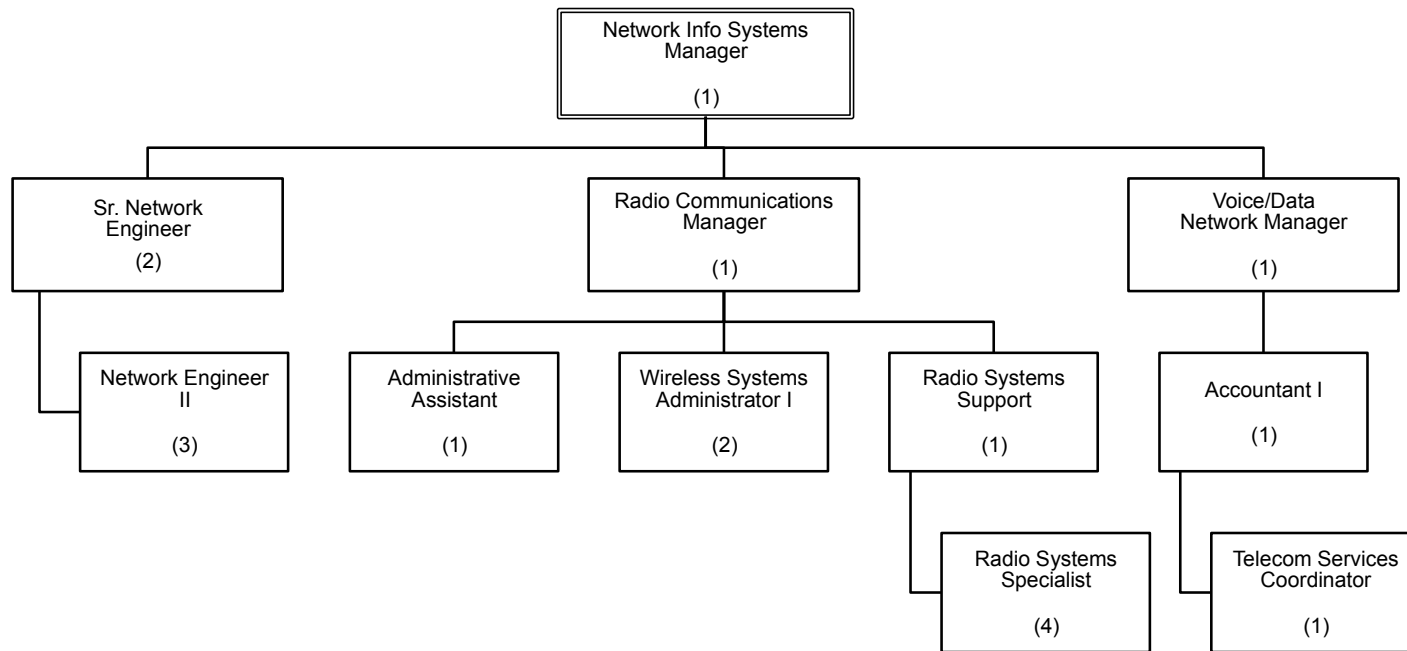
The Information Technology Department's responsibility is to provide IT related services to the citizens and staff of the City of Albuquerque. These services are designed to support and enhance the delivery of City related services. The department consists of five program areas, which include IT Management, Infrastructure and Operations, Application development and support, IT Process and Quality Assurance and Telecommunication and Networking. The Department oversees an extremely large and diverse technology environment ranging from an older mainframe computer to personal and hand held computing and communication devices.

During the interviews it was found that staff within the IT Division were knowledgeable and enthusiastic about supporting and serving the city. They were systematically addressing issues within the department which were affecting the department's and/or end-user performance. They understood the needs of the city and were focused on delivering efficient and effective computing services. Their focus was to stabilize the existing environment and enhance customer service. It should be noted that substantial staff turnover has occurred over the last few years.

DEPARTMENT OF FINANCE AND ADMINISTRATIVE SERVICES
 Information Technology Services Management Division
 (Strategic, Finance & HR, Departmental Systems, Collaboration & Desktop Tech, Business Intelligence & GIS, Public Services, Infrastructure, Public Web Services)



DEPARTMENT OF FINANCE AND ADMINISTRATIVE SERVICES
Information Technology Services Management Division
(Telecommunications, Radio Communications, Networking)



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations.
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational issues deserving further analysis (e.g., unavailable or outdated policies and procedures).

Despite best intentions, it should be noted that agencies may not be able, or may be unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate commitment from line staff to implement a best practice.

- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we have been able to address each one of these performance related questions, but such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided, upon which the Information and Technology Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
IT advisory boards are used to oversee IT strategy and policy decision.	√		
IT decisions are based on department and city-wide strategic plans.			√
The IT director’s main focus is the development of strategies that resolve city business issues with information technology.	√		
IT management staff possess excellent communication and interpersonal skills and have a focus on customer service.			√
City-wide division and department management are informed on emerging technology and the rationale behind IT policies.			√

Best Management Practice	Yes	No	Unk.
IT strategic plans are monitored and reported on a regular basis.		√	
The IT Division focuses on optimizing department/division business strategies and IT investment.			√
Where possible, the use of standard common applications across departments/divisions and use of off-the-shelf software is encouraged and enforced.		√	
The IT Division utilizes consistent and methodical processes when consolidating or re-engineering systems or services.			√
The IT department's Help Desk's effectiveness is consistently monitored and is considered a priority service.		√	
All IT costs are transparent to the organization and clearly communicated.			√
The IT Division utilizes effective and efficient project management, change management and project review processes.		√	
The IT Division utilizes Service Level Agreements (SLA) with the other city divisions/departments to monitor and report on the department's overall performance.		√	
The IT Division utilizes existing and emerging IT best practices to optimize their service delivery.	√		
The IT Division utilizes policies, procedures and has clear authority to make change.		√	
The IT Division has and continues to develop technology staff with strong and broad based technology competence.			√
The IT Division has a formal process in place to manage and track all computing assets. .		√	
Staff in the IT Division recognize that the end-user of their services are an important resource.			√
The IT Division has a performance matrix and measures in place to monitor and report on service delivery and initiate improvement.		√	
There is a strategic plan in place for Information Technology.		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Information Technology Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Does IT have a strategic plan in place that aligns IT resources with the City's overall vision?	Develop and publish a City-wide IT strategic plan. (currently being developed).	None
	Utilize the existing technology steering committees to oversee strategy and policy decisions.	None
	Base IT strategy plan on the City's and Department's goals.	None – Dependent on strategic goals of departments and city.
	Position the IT director as full participant in the executive management team.	None
	Monitor, update and report (on a regular basis) the status of strategic plan progress.	Reduces cost by ensuring IT is meeting the needs of the city.
Is the IT Division able to demonstrate value to the other departments and divisions serviced?	The IT Division needs to demonstrate value to the City by meeting or exceeding customer expectations.	Depends on scope of IT service required.
	All IT investments need to be managed, evaluated and reported.	May reduce costs through the reduction of redundant applications or services.
	Endeavor to transition the IT Division from a reactive organization to a strategic organization.	Increased effectiveness and resulting efficiency

Issue	Analysis and Recommendations	Cost / (Savings)
	Implement project management.	May require a \$30K to \$150K investment for a multi-user project management system.
Does the IT Division have sufficient policies and procedures in place to control and manage existing assets and risk?	Utilize IT Best practices.	Cost reduction through use of best practices.
	Develop and enforce policies and procedures	Cost reduction through standardization.
Does the IT Division manage its resources effectively?	Implement an IT asset tracking system.	An automated asset inventory system may run \$50K to \$250K depending on features included. ROI could be < 1 year.
Does the IT Division have sufficient performance measures in place to demonstrate how well the IT Division accomplishes its objectives and identify under-performing areas?	Develop an IT specific performance measurement process.	Understanding department performance allows focused investments. This will result in cost saving.

4. DISCUSSION OF ISSUES

Information Technology

Issue:

Does IT have a strategic plan in place that aligns IT resources with the City's overall goals and vision?

Current Situation:

<p>During the interviews it was determined that the IT Division did not have a published Strategic Plan. It was mentioned that this oversight was being corrected and that a published plan would be forthcoming. It was also the interviewer's opinion that the current IT advisory boards are focused on technology purchases and not IT strategy and policy decisions. Many IT staff members were not aware of the pending strategy plan and could not discuss how their individual functions supported the goals of the city. Staff was focused on solving existing IT problems. This may be a direct result of staff turn-over and reduction, reduced budgets, and the reliability of current systems. It was mentioned that communications between IT divisions (including the ERP division) had been almost non-existent in the past but was getting better. Staff's goals are based upon funding allocation. It was evident that departments with their own technology funding were going their own way and building their own solutions and not relying on IT to set an overall course. The general consensus among the staff interviewed was that although IT had problems, these problems were in the process of getting fixed. Staff fully believe they have the knowledge and skills to correct the situation and are just waiting for direction.</p>
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<p>IT Management seems to have very a clear vision of where the Division needs to be. As mentioned, they have developed a "Draft" strategic plan which should be published soon. Overall, the staff are engaged and very knowledgeable in IT trends. They want to take advantage of the Technical Resource Committee and Information Services Committee. They are very focused on building relationships between IT and the other City Departments. Management mentioned that unfortunately, IT staff was spending a lot of time fixing the existing IT environment to ensure the foundation for a stable environment.</p>
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Analysis and Discussion:

An IT strategic plan helps align IT services and investments with City goals. This plan will help IT management coordinate resources and projects with department and division goals. This plan also opens the lines of communication between end-users and staff and helps ensure everyone is working toward the right goal. Please note that strategic IT alignment is only possible when departments and divisions have identified their own specific business objectives.

This plan cannot be created in a vacuum. Both the Information Services Committee and the Technical Resources Committee should provide input. The City may opt to change the charter of one of these committees to focus solely on IT strategy and policy decisions. Members of this “Strategy” committee must understand the City vision and the department’s overall objectives. Adding “experts” from the community to the committee should be considered.

Please note that although IT can develop strategy plans without department input, it is not advised. Creating a plan without user input can and will propagate the idea that IT is non-responsive to the departments served.

Recommendations:

- **The IT Division should create a strategic plan that meets the needs of the City.**
- **Utilize one or more of the steering committees to oversee development and adoption of IT strategy plan.**
- **Utilize the steering committees to review and endorse IT policy decisions.**
- **Base IT policy decisions on City-wide strategic plans or goals.**
- **Once the plan has been adopted, ensure all IT staff are aware of its content and communicate the plan to the various divisions they support.**
- **Make sure that everyone within the City utilizing IT services understands the rationale behind the IT strategic plan.**
- **Monitor and report the progress of the IT strategic plan.**

Information Technology

Issue:

Is the IT Division able to demonstrate value to the other departments and divisions serviced?

Current Situation:

Interviewees discussed the aspect that many departments/divisions don't understand what the IT Division does. Additionally it was mentioned that some departments were bypassing IT and taking on IT services on their own utilizing their own staff and resources to implement technology solutions. There also appeared to be a need for better communications within IT, and between the IT staff and end-user departments. Breakdown in communications between IT and the end-user departments can be attributed to a number of factors, including:

- The IT Division failed to deliver projects on time;
- The technology is dated;
- Bandwidth is limited;
- Staffing and infrastructure is inadequate;
- Service levels are uneven;
- Protection levels of sensitive data is unknown;
- The technicians managing the environment relied on their own methods or processes;
- Some departments just want to do their own thing; etc.

Whatever the reasons for this breakdown, getting the environment under control is essential. Without this control the City will see IT cost rise through duplication of effort and the spread of insecure data silos.

The easiest way for the IT Division to get a handle on this is through open communications and the ability to demonstrate IT's value to the departments served.

Analysis and Discussion:

The IT Division is responsible for deploying technology to the users it supports. The value of this service is demonstrated when the IT Division completes a project on time and within budget. The IT Division also shows value when it can meet end-users expectations, contribute to the overall city goals, provide results that support department needs and challenges, and can demonstrate cost savings.

We are not recommending an IT financial analysis but rather an IT management structure that will show IT value. Although, by implementing the suggested management structure, a financial analysis could be performed in the future if desired.

Recommendations:

- **The IT Division needs to shift its role from a technology supporting function to one focused on supporting the end-user or department. This shift will help position IT from a cost center to a valuable city resource and service center.**
- **Standardize common software and hardware across departments. Utilizing ‘off the shelf’ applications will provide cost benefits and economies of scale due to maintenance, updates and training.**
- **Standardize custom applications across departments and divisions. Again, cost savings from maintenance, training and updates shared across departments and divisions.**
- **Develop, document and consolidate IT services and processes both within the IT Division and for the services provided to the Departments/Divisions. Work toward consistent, repeatable processes to ensure the technicians don’t provide their own unique solutions.**
- **Make the Help Desk’s effectiveness a priority. Help Desk responsiveness builds trust between end-users and the IT department. Help Desk staff need to be skilled on all systems within the City.**
- **Make sure all IT costs are transparent and clearly communicated.**

- **Utilize project management, change management and project review processes.** (Note the IT Division has started to implement Information Technology Infrastructure Library (ITIL) methods which should address this recommendation.)
- **Consider the use of Service Level Agreements (SLAs).** SLAs can manage the IT and end-user relationship. Good SLAs balance customer needs with the IT department's capabilities – think “user expectation” versus IT commitment.

Information Technology

Issue:

Does the IT Division have sufficient policies and procures in place to control and manage existing assets and risk?

Current Situation:

During our research it was noted that the City of Albuquerque's IT Division had few, if any, policies and procedures in place. Those available were out of date, resulting in little if any enforcement.

Analysis and Discussion:

The City of Albuquerque has an extremely large and diverse computing environment supporting 5000+ end-users. The lack of policies and procedures regarding this environment compound costs and pose significant risk to the City. It is difficult to envision managing an IT infrastructure as large as the City's without current policies and procedures.

It was acknowledged that policies and procedures were lacking and that staff were addressing this issue as time allowed. One interviewee mentioned that an outside agency may have been contracted to help develop these documents.

Policies and procedures in an IT Division as large as the City of Albuquerque are extremely important. The documents help define the strategic link between the City's vision and the IT Department's day-to-day operations. Well written policies and procedures allow the IT employees to understand their roles and responsibilities within predefined limits.

The goal of these documents is to provide consistency in how the day-to-day operations are to be completed.

IT related policy and procedures are not difficult to implement. Many activities within an IT Division are not unique and are standardized across the industry. Many IT policies and procedures have been published, representing best practice within the IT world, that could be modified and/or customized for use in support of the City's unique needs.

Recommendations:

- **Apply principles found in IT best practices guides. Focus on organizational processes and controls that support effective service. Utilize Control Objectives for Information Technology (CobIT) and the Information Technology Infrastructure Library (ITIL). These guides are very comprehensive but take quite a bit of time to implement. Utilize an incremental approach, starting with those services which need to be addressed first.**
- **Use policies and procedures to clearly define staff authority to address issues and manage change. Utilize risk management assessments to identify key weaknesses, recurring problems and areas where losses can be high.**

Information Technology

Issue:

Does the IT Division manage its resources effectively?

Current Situation:

A key concern for the City of Albuquerque's IT Division is to manage its resources effectively. The City has a substantial investment in computing resources and staff as well as contracts with various vendors. Additionally, IT staff need to recognize that the end-users they serve are important resources. All of these resources need to be managed effectively in order to ensure that the department is in compliance and is delivering the services needed and expected.

Currently the city has no valid inventory of its computing resources. Additionally, network monitoring tools are limited and provide little, if any, real-time analysis. Only assets >\$5K in value are tracked. Some of the technology in use has reached the end of its life cycle and it is unknown if updates and patches have been applied to this equipment. Network performance is not tracked and it is unknown if the city is in compliance related to software licensing. The city currently doesn't monitor file server performance and/or server logins. Many departments manage their own IT environments and it is unknown if these departments follow IT recommendations.

Analysis and Discussion:

The City of Albuquerque has an extremely large and diverse (and in some cases outdated) computing environment. It is hard to understand how the IT Division could manage this environment efficiently and effectively without current inventories in place. It is extremely difficult to determine infrastructure vulnerability without an inventory of the computing assets in use. One can imagine that there may be significant inefficiencies associated with the use and maintenance of this out-of-date equipment.

For example, the City is still utilizing an IBM 390 mainframe to process Accounts Receivables and other financial transactions, at an estimated support cost of over \$500K per year. Novell is used to support some of the network environment, which is a solution that is quickly becoming obsolete. Finally, the City continues to utilize Siemens voice switches for its telecommunication platforms. This outmoded voice environment is being maintained by contracted staff including adds, moves and changes. It is unknown if this equipment has received updates and/or patches.

As mentioned, the City has no automated software and hardware inventory system in use. Currently the city requires individual departments and divisions to maintain their own inventory. It is unknown if this inventory is current and if the hardware and software licenses are in compliance. This could be a major issue, and a costly one, if a software audit were conducted.

The City has no real-time network monitoring tools in use. Additionally, the City doesn't monitor network statistics. Without this network tracking, it is not possible to determine if the network is functioning as required and/or has sufficient bandwidth to support new applications such as VoIP and/or Cloud Computing.

Staff did not mention the use of surveys to verify end-user satisfaction or issues with the IT services provided. Staff also seemed somewhat pigeonholed within their positions and had little, if any, knowledge regarding the operations of other

staff within the IT department.

These issues lead one to believe that management of the resources within the IT Division has been neglected for quite a while. Getting these resources under control will help the department optimize its value delivery and will also limit risk, while positioning the computing environment to support new emerging computing services.

The IT Division should take the lead and responsibility for managing these resources. Staff have indicated that a software tool called “What’s Up Gold” will be installed in the near future to monitor the network resources.

Recommendations:

- **Implement an automated software and hardware inventory system. This system should provide an accurate inventory of installed devices which will allow analysis of the existing environment, identify potential risk and prioritize future technology investment. Additionally, it should relieve the departments from tracking their own technology assets.**
- **Implement a network monitoring solution. Again, this solution should allow the identification of potential risk, proactively solve network related problems and identify future technology investment.**
- **Assess the skills and knowledge of the existing IT staff to ensure the skill levels are sufficient to meet the needs of the City. Consider cross-training, training in user department business operations, and training in communication skills.**
- **Recognize that the end-users are an important resource in the delivery of IT services. Surveying end-users can help identify overall IT staff performance, predict demand for service and potential process improvements.**

Information Technology

Issue:

Does the IT Division have sufficient performance measures in place to demonstrate how well the IT Division accomplishes its objectives and identifies under-performing areas?

Current Situation:

It is unknown if the IT Division has sufficient performance measures in place. There were some performance measures mentioned and listed on the City's web site that seemed to focus on the department's financial performance.

Analysis and Discussion:

Performance measures are used by the City's IT Division to demonstrate how well the department is achieving its mission. They are used to identify accomplishments and areas which need attention. Quality performance measures should provide the tools needed by IT management to implement performance improvement and regain end-user trust. The City's IT Division should utilize performance measures to demonstrate they can deliver results and improve service delivery.

Recommendations:

- **Develop and implement performance measures which are focused on project outcomes, service levels and end-user satisfaction. Make sure these measures are developed with input from the departments/divisions served. Consider the use of SLA to target specific applications and/or requirements. Utilize customer satisfaction surveys. Publish the results for review by IT staff, end-users and City management.**

9.J. ERP

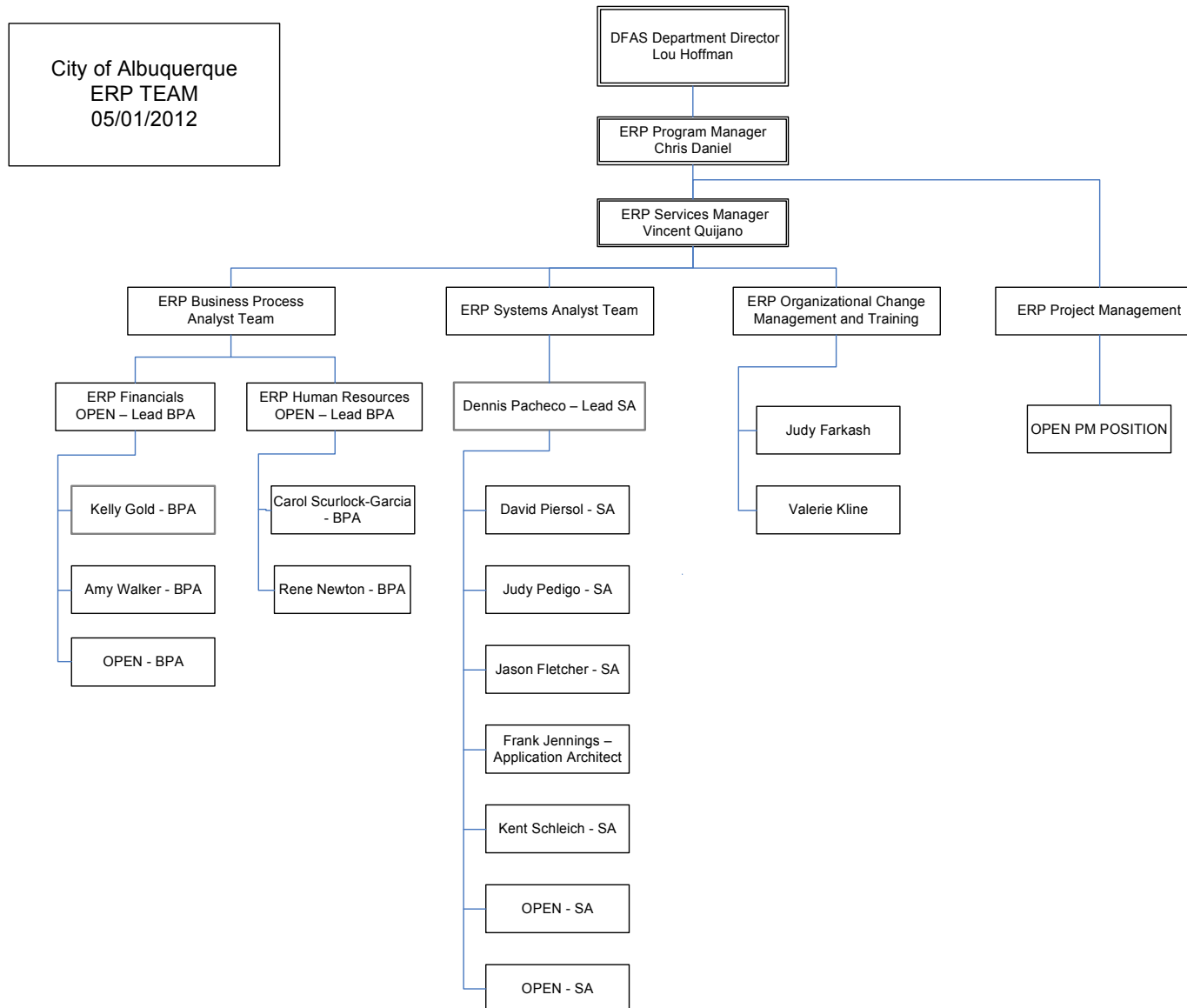
All ERP implementations are unique. Whether they are intended to support a large multinational organization or a small company, most, if not all, of these organizations look to an ERP system to streamline their organization and integrate business processes and functions. This is often achieved with ERP by providing a single point of data entry, which helps reduce data redundancy – saving labor and overhead costs. Second, the centralization of information, decision-making and control leads to increases in efficiencies of operations and productivity as well as coordination between departments, divisions, and regions.

Most government agencies implement ERP systems in an effort to streamline back office operations and to help control overall agency costs. Many ERP systems include Constituent or Customer Relationship Management (CRM) software systems, which can also help automate many of the routine citizen-initiated requests that are to be answered by a public agency. Additionally, public agencies are constantly on the lookout for systems that integrate accounting and reserve funds; manage expenditures; enhance fund accounting and budgeting; and control grant and contract management. Many include the CRM mentioned previously and HR functions. The overall intent of government ERP systems is to ensure fiscal accountability, facilitate quality reporting, streamline processes and provide real-time access to secured information. This is not a simple task.

Our review of Albuquerque's divisions and departments indicates varied levels of dissatisfaction with the City's ERP implementation. This dissatisfaction has caused some to question the viability of the ERP system, and in some cases ad-hoc systems were created to overcome perceived ERP deficiencies. This discontent can be generated by a number of real or perceived issues such as cost, poor quality releases, extended time lines, lack of new functionality, straying from off-the-shelf software, unrealistic expectations, unwillingness to change, etc.

A universal truth associated with ERP systems large and small is that they can be difficult to implement and are ripe with risk. However, the benefits of an ERP can outweigh these difficulties and risks if the implementation is properly managed.

This document is not intended as an ERP implementation plan but as a management overview of some of the issues and risks confronting an implementation team. It also provides some management options to consider in addressing these issues. It is expected that the City of Albuquerque has or is currently developing its own implementation plan addressing the unique issues the City may encounter.



1. SUMMARY OF MAJOR FINDINGS

Issue	Risk	Management Options
ERP success requires understanding and agreeing on ERP objectives.	Failure to have a clearly defined set of objectives results in project creep, cost overrun and unrealistic expectations. This agreement needs to be at the top-level of the organization and not delegated downward.	Top level management needs to decide and agree upon the key related information and business processes to include in the ERP.
Continued participation by top level management in the ERP process is essential to project success.	ERP projects usually take a long time. It is unrealistic to develop a set of ERP goals and expect those goals to remain static during the project's life cycle. The City's goals and ERP's goals may change during the implementation. City management needs to remain involved with the ERP implementation team to ensure project alignment is viable with city goals.	The ERP Steering Committee should be better used to facilitate communications with the divisions/departments that may push back on ERP changes to their work processes.
Decisions must be made as to which business processes will be included in the ERP consolidation.	Sometimes departments create processes to support their own unique requirements. Re-defining these processes for inclusion in the ERP system will take time and money. Sometimes it is better to exclude unique processes. ERP systems are designed to bring efficiency to the City not complexity to the department using them.	Utilize the ERP Steering committee to choose which business process to include in the ERP system. Focus on maximum efficiency not complete centralization.

Issue	Risk	Management Options
<p>Successful ERP systems usually focus on four main deployment questions: 1) The overall goal for the ERP system; 2) The number and type of business processes to include; 3) The amount of funding to be allocated to the project; and 4) Which processes make financial sense for the City?</p>	<p>Without an overall organizational goal for the ERP, most departments may not embrace the ERP system. Additionally, alignment of the ERP across the entire City will not be possible. Focus should be on those processes which are universally used throughout the City. Consider the cost involved with integrating diverse business processes and ERP modules, which will offer a viable return on investment or solve a specific city need.</p>	<p>It is most likely that the City has already considered these arguments and has developed a road map to address these issues. Review the original scope documents and realign the ERP project if necessary.</p>
<p>Try to map the ERP implementation to an out-of-the-box ERP template.</p>	<p>The business value of consolidating everything requires a strict adherence to a single set of processes. Usually this is not possible in a city with very diverse operational requirements. Even if it were possible to integrate everything, the network infrastructure and database I/O across a city as large Albuquerque presents new issues that will have to be addressed. Additionally, end-users with unique business processes that have been integrated into the ERP may find the solution is of limited use and may actually decrease their efficiency.</p>	<p>Management must recognize the ERP systems are not intended to integrate all business processes. Successful ERP implementations focus on key business processes like HR or General Ledger Accounting. Including non-core business processes in an ERP system may be possible but is not cost effective.</p>

Issue	Risk	Management Options
Division/Department and end-user fatigue can derail an ERP project.	A major issue which is usually ignored and/or often put on the back burner, is project status communications. Most organizations forget that a project spanning many months and/or years requires continued communication on the progress that has been made, to ensure stakeholder enthusiasm continues for the project. Three major groups need to be updated with project status. These groups include senior management, IT administrators and end-users. Focusing on one group and ignoring the others will result in miscommunication, rumors and potential road blocks to the project.	Communicate the progress to each stakeholder group. Make sure HR and Finance are intimately involved in the consolidation process. IT knowledge and in-house involvement in the project (including non-implementation team members) helps ensure long-term success. End-user input in shaping the system helps increase system adoption and decreases productivity lag time due to training.
Try to match ERP funding to the level of ERP consolidation required by the City.	The greater the number of process changes, the larger the IT investment. Often organizations underestimate the time and effort needed to shape the ERP system for use across multiple divisions and/or departments.	Set the target goals. Get stakeholders and end-users on board early to help define the processes and work flows.
Continually review the ERP implementation and identify the critical system weaknesses.	Some of the biggest challenges confronting ERP systems are a lack of department/division work flows and permissions, lack of understanding of individual division/department business processes and authority, along with the creation of city-wide data-forms. This can result in ERP systems which may not meet stakeholder needs. Identifying failures will provide guidance on where to focus the project's next steps.	Top Management, the Steering Committee and the ERP implementation team should press stakeholders and end-users to identify the systems critical weaknesses. These weaknesses should be analyzed to determine if they are actual flaws with the system and/or requested customizations. Remember, some users will identify problems due to their desire to minimize change. The steering committee should take the appropriate steps to address and prioritize these issues for the ERP implementation team. Without this Steering committee input, the ERP team may focus their limited resources on addressing squeaky wheels in the organization.

Issue	Risk	Management Options
ERP systems involve the alignment of city business processes and city staff. Balance the need for City standardization with the end-users requirement to get the job done.	Low user adoption of an ERP system usually results in a failed project.	Ensure the ERP project team has a simple repeatable plan for implementation. This allows the team (and end-users) to learn from their mistakes and optimize the process. Ensure change transparency. End-users need to know when changes are being made and how those changes will affect their work. If possible, limit the number of business processes being addressed at one time. Plan on extensive training. Minimize and track ERP issues with a centralized support operation.
Ensure all stakeholders have realistic expectations of the system once the modules have been put into production.	The ERP system will evolve and change as new issues arise and new priorities are set. Not many systems are perfect upon initial release. Stakeholders sometimes expect dramatic changes or reduction in workloads when a new module is put into production. Failure to deliver on unrealistic expectations will doom the project.	Continue project communication. Focus on optimizing the system. Ensure system expectations are realistic. Ensure end-users have opportunities for feedback. Monitor end-users use of the system to determine buy-in and comfort with the system. Monitor help desk requests. Address issues when they arise. Recognize that the end-user's comfort and use of ERP indicates how well the project is meeting overall project goals.
End-user change management is a key to successful ERP projects.	An ERP system is only as useful as the adoption rate. Users within various departments and divisions will identify their own unique issues that will affect their acceptance of the system. Most end-users do not like change. They don't want to understand new technology, terms or ways of doing something. If they don't understand how the system is intended to help (the City or them,) they will question the merits of the system.	End-user management is very important. Bring power users from each department/division into the implementation process. This helps extend the ownership of the system into the division/department and may even create a champion to help promote the system. Maintain communications and transparency through newsletters, blogs and email. Recognize that the tighter the systems control appears to be, the more division/departments feel squeezed. Centralization needs to be maintained, but not every choice should be "top down".

Issue	Risk	Management Options
Shape ongoing ERP direction based upon user feedback.	As mentioned, systems which ignore end-user feedback have a high likelihood of failure. That doesn't mean each and every user comment needs or should be incorporated into the ERP.	End-user customizing requests should be categorized into "need to have" requests and "nice to have" requests. Some requests may have to be excluded entirely. Feedback to end-users must include explanations as to how each request is categorized and why. The City's IT steering committee would be a good place to review these requests. Keep in mind that continued customization to the ERP may reduce the ERP's effectiveness.
Continue meeting with users to refine the ERP.	Even when a module has been implemented into production, the ERP team should continue to meet with the stakeholders to ensure the module is functioning as requested. Sometimes this follow-through is not completed, which can result in minor issues that balloon into major issues if not addressed in a timely manner.	Set up standard meetings with the module group leads and review all issues raised. These meetings can taper off as issues are resolved. Ensure the long-term advantages of the ERP system are made clear to the end-users at every opportunity.
Review patches regularly and have a process for upgrading and testing releases.	It is important the ERP team develop a process to review and test documented releases prior to and after installation. Failure to follow and define a release (or change management process) can result in software issues which can compound software problems and user dissatisfaction with the ERP system.	During interviews it was mentioned that the ERP team was creating a change management system for software releases. Implementing this process and following it will help not only with system documentation but also with end-user acceptance of the system. Nothing is worse then implementing a software release that fixes one or two problems and creates a dozen more.
Project time lines should be flexible to allow time to deal with problems that arise.	As mentioned, ERP systems that are as large as the City of Albuquerque's will have problems that need to be addressed. When developing a project plan for implementation of new modules it is important to build into the schedule sufficient time to deal with these problems.	This is a standard project management function. When developing project schedules the project manager should be well versed in project management procedures.

Issue	Risk	Management Options
Staff training needs to be part of the implementation package.	New software systems put a lot of stress on end-users. A new system often requires them to learn new software skills and change the way they have been doing their work. Many software issues can be solved with hands-on training. This applies to users and module administrators. Often this training is minimal or ignored altogether. Training users on the ERP (with sufficient time and resources) is the best way to ensure ERP acceptance.	The ERP staff may not be best for providing hands-on training. Best practices usually involve including the module leader and/or power user with an ERP analysis to the ERP module training. Recognize that the necessary skills to conduct training may not be evident until problems arise. Make sure the training is aligned with interim goals. This can help reduce both IT and end-user stress and can help reinforce the overall ERP goals for the City. Recognize that training will be an ongoing effort and should be actively pursued. Feedback from the users being trained is important and valuable.
ERP projects require the use of legacy data and infrastructure. Ensure the system can perform in a real-world environment.	It is assumed that the City's ERP system will need to utilize legacy data and infrastructure. When linking the ERP system to a legacy system, ensure the system works by using a real-work test. Nothing brings more dissatisfaction to projects than systems that are slow to respond and/or fail to update necessary data in a timely manner. Failure to implement ERP modules which are at least as efficient as the software being replaced will result in a doomed system.	Test the new ERP modules in real-world environments. Test with full-size databases and like network configurations. Set performance standards for the new system and enforce the standards. Solve problems before putting systems into production.
If needed, slow down implementation to match end-user training.	End-users' acceptance is dependent upon how well they understand and can utilize the system. The only way to build this acceptance is through training. If end-users are having a hard time utilizing the ERP system, provide additional training.	End-users' acceptance can be monitored by their input, the number of customization requests submitted, the propagation of end-user work around and idle system usage. It is important to monitor these concerns and try to correct them. Most can be resolved with additional training. Some may need system revisions. The IT steering committee should be able to determine the best approach to addressing these issues.

Issue	Risk	Management Options
Track and document system releases with a release change management system.	Sloppy and/or unusable documentation regarding the ERP and any new system will create extensive delays, additional cost and suspect data collection. The ERP and IT staff need to have a basic understanding of the ERP system. The most cost effective manner to achieve this understanding is through a formal software release and change management system.	In order for the ERP or IT staff to understand the key issues and technical challenges associated with the system, they need access to the basic workings of the system. Staff need to understand the data integration and processes involved. ERP staff have stated that they were in the process of adopting a software change management system. If adopted, this change management process should help address the documentation and release issues identified.
Create a plan to manage the transition from implementation to operation and ensure transparent project management.	Without a plan, it is difficult to know what to do next. It is also hard to monitor and track success. The ERP team should develop a project plan which covers the transition of ERP modules from implementation to operation. This plan should be published and monitored and updated on a regular basis.	<p>The plan should cover basic project management guidelines including:</p> <ul style="list-style-type: none"> • Clear time lines and tasks for the resources assigned to the project. • Flexible deadlines. • Project clarity for not only the implementation team but also the end-users and stakeholder. <p>The project plan should be published for all to see, and include all issues that may crop up as the plan progresses.</p>

2. RECOMMENDATIONS

As mentioned in the previous section, installing any ERP solution is a daunting task. Taking over an ERP project that has had problems during initial roll-out often compounds the issues. The following recommendations highlight activities the City's ERP team might consider as they move forward. These recommendations are based on standard project management practices and should help the ERP project forward.

- **Clarify and formalize the ERP project's authorization**
 - Work to ensure full City management commitment for the ERP project. This commitment is needed to ensure the ERP team will have full support for the decisions that will need to be made.
 - Recognize that commitment is different from expectations.
 - Get an authorization for the project from City management.
 - Get an authorization for the project from the department/division that will be impacted by the ERP project.
 - Recognize that management and end-users may have very different points of view.
 - Try to gain an overview of the existing system from all effected stakeholders.
 - If needed, reset stakeholder expectations (project scope and timeline).
 - Understand and convey the realities of what can and cannot be done with the ERP system, ERP project team and City culture. Build these realities into the project mandates.
- **Stabilize the ERP management process and control.**
 - Assess the current ERP environment.
 - Identify and document the existing issues.
 - Determine what project controls or processes need to be modified, corrected or replaced.
 - Review the existing ERP architecture.
 - Identify external systems or applications needed as part of the ERP solution.
 - Identify any complex or challenging technical requirements.
 - Review department/division business processes (if they are available.)
 - Focus on low level technical issues such as creating and maintaining end-user session, user security, data loads, back-up and recovery, etc. (Note: these low level technical issues need to be stable before moving forward.)
 - Review and amend the ERP project schedule.

- Review the original project plan and scope.
- Try to identify the additional ERP activities added to the original project plan which were not part of the original scope.
- Limit parallel activities in the project plan, as they usually extend project timelines without changing project deadlines.
- Add any system defect correction into the new project plan.
- Try to keep new functional requirements out of the project plan. Utilize a change request process for functional changes.
- Allocate adequate time in the new project schedule for “fixing the system.”
- Recognize that the project schedule must be realistic and that additional time must be added to the schedule for defect correction.
- If possible, group issues and software defects into specific ERP module categories. This will help isolate the primary cause of the issues and defects.
- Prioritize possible resolutions for the primary causes identified.
- Review the ERP team.
 - Make sure you have the proper people in the proper positions with the proper authority.
 - Get stakeholder feedback on ERP team members.
 - Replace ERP team members if need. (Note: recognize that replacing team members can extend timelines, learning time and historical system knowledge.
 - Make sure you have the right person in the right job.
 - Ensure the ERP team’s morale is correct for the project at hand.
 - Make sure all team members are on board with the project and committed to getting the project completed.
- Get support from City management to move forward on the new plan.
 - Ensure City management understands the need to stabilize the existing system before moving on to new modules.

- Make sure the stabilization process is well-documented and agreed to by all stakeholders.
 - Present the new plan to the IT steering committee and end-users.
 - Recognize this new plan will be used to measure the project team's performance.
 - Define with the IT steering committee how and when project status and updates will be formatted and presented.
 - Make sure all stakeholders understand and agree to the new project objectives.
- **Set project team goals and develop a consistent review process.**
 - Make sure the ERP team understands its role in the new project schedule and is focused on project delivery.
 - Team members need to realize that although they may be working on individual activities, these activities need to align with the team's project goals.
 - All ERP team members need to be effective in the job they are doing. If they are not, they need to be replaced or reassigned.
 - Team members need to be held accountable.
 - Ensure the team is working on the correct task and that changes it may make don't affect other tasks.
 - Keep everyone up to date on project status with short daily update meetings.
 - Keep meetings very short in length. Maybe thirty minutes or less.
 - Ensure that team members update their task status on a regular basis. Waiting two weeks, or even one week, for a status update is a recipe for disaster and should be considered unacceptable.
 - Consider posting project updates on a bi-weekly bases. These updates should be available for city-wide review.
 - Remember, project updates do more than show progress, they help ensure management's confidence in the project team.
- **Stabilize the existing ERP system.**
 - Review the module build and deploy process.

- At a minimum, the build and deploy process should include:
 - Unit testing of the software code to ensure proper integration of the code.
 - Use a software version control process that tracks approved software code and provides for quick release roll-back should problems occur.
 - Performance of integration testing of the software code “before” production testing.
 - Perform regular code and system backups.
 - Exercise tight control over the build and deploy process.
- Track build and deployment errors and try to identify the primary causes of these errors.
- Track all software issues identified in either existing or new code.
- Prioritize these issues in terms of severity.
- Publish this list on weekly basis. Use it as a progress report for the ERP team and possible management.
- Implement a formal change request process.
 - This process should track both fixes and changes requests.
 - Identify the number of changes requested by day and week
 - Categorize change requests by priority and function.
 - Focus on correcting existing errors before taking on new change requests (unless there are sufficient resources for both).
- Recognize that stabilizing the existing ERP environment should be the ERP team’s initial priority.
- Focus on primary cause identification. Solutions should only be made after the root cause has been identified. Fixing software code without identifying the root cause may hide underlying problems.
 - Verify that the data being loaded into the ERP system is valid and correct.
- Data integrity issues are hard to detect and hard to fix.
- The departments and divisions initiating the data should be partners in data validation effort.
- Watch for data duplication.

- Ensure the basic operating functions of the system are in place and working correctly.
 - Make sure the system security tables are set correctly and managed.
 - Review and compare system response times.
 - Make sure the database is structured correctly.
 - Watch over normalization of the database.
 - Review and optimize SQL statements if needed.
 - Review and optimize data loading procedures.
- Work with the entire team to determine issue priority setting.
 - Make sure City management and end-users understand the rationale for priority assignment.
- **Review all management processes used and focus on improvement.**
 - Identify the software fixes that work and those that did not.
 - Review why the changes were initially made.
 - Review the impacts that changes made on the system.
 - Ensure the issue lists are kept current and updated.
 - Continually update the project plan.
 - Update the IT steering committee and City management.
 - Change those processes that didn't work and enhance the processes that did.
 - Use the same defined management processes in implementing new functions.
 - Use the IT steering committee to approve new functions.
 - Correct existing functions before beginning on new applications.
 - Maintain consistent communications with all stakeholders even if is through a short status memo.
 - Don't hide or ignore problems, solve them as quickly as possible.
 - Publicize successes, even the little ones.

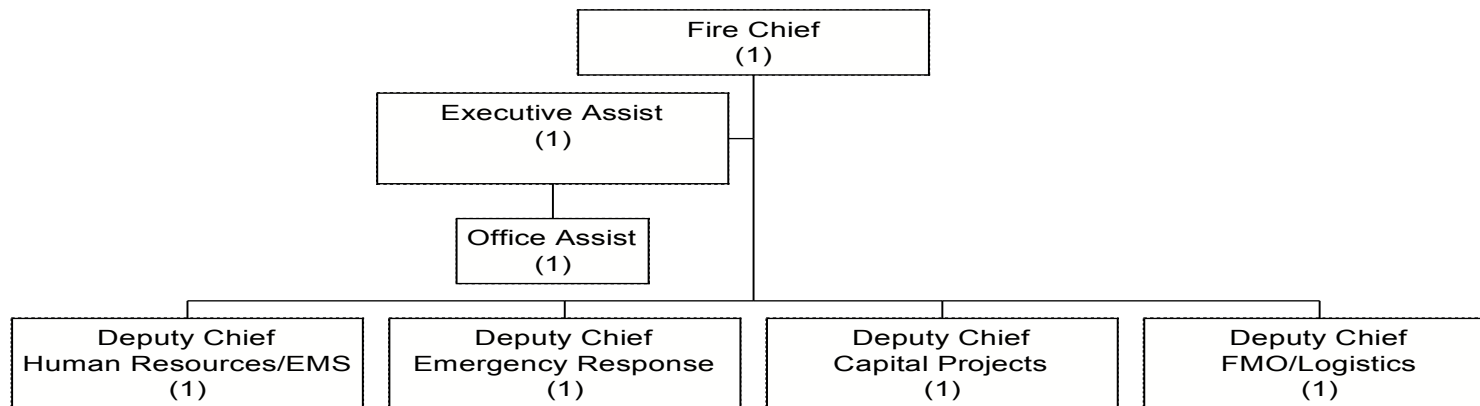
Obviously this list is not all-inclusive. It is merely presented as a starting point for the City's ERP team to consider. Our intent was to point out that a well-run project needs to be fully understood by all stakeholders and that clearly defined project objectives, coupled with consistent management processes and clear communications, go along way in making a project successful. The recommendations presented are not easy to implement but they should be done, as they can help set the course for the entire project.

10. FIRE DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Fire Department.

1. DEPARTMENT SUMMARY

The Fire Department is responsible for providing fire and EMS services in the City of Albuquerque. It is an all hazard fire department with operations in the following areas: Dispatch, Fire Prevention, Structural and Wildland Fire Response, Specialized Rescue Services, Emergency Medical Services and Hazardous Materials response. The following chart provides the basic organizational structure of the Fire Department with major functional areas of assignment. The project team was provided with a more detailed organizational structure to include all functions that is not replicated herein.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational themes that may deserve further analysis (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate commitment from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team

conducts, we are able to address each one of these performance related questions. Such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Fire Department can further evaluate itself.

Best Management Practice	Yes	No	Unk.
Firefighters respond within 1:00 – 1:30, 90% of the time from receiving the call from dispatch in high priority calls.		√	
Fire Stations are located to allow 4 minute travel time to high priority fire and EMS calls 90% of the time.	√		
Minimum staffing is at least 3 personnel on all Engine and Ladder companies.	√		
The department has written SOPs to ensure accountability.	√		
The agency can respond a minimum effective force of 14 personnel to all structure fires.	√		
Battalion Chiefs are trained in the Incident Command System and NIMS system.	√		
The Department implements and supports community CPR and AED programs.		√	
High priority fire and EMS calls are dispatched in 1:00 or less 90% of the time.		√	
Field units can communicate directly with other fire agencies and other public safety units during mutual aid operations	√		
Dedicated fire prevention personnel review and analyze construction/remodeling plans for conformance with adopted fire codes.	√		
The agency has adopted the most current version of the International Fire and Building and Life Safety Codes.		√	

Best Management Practice	Yes	No	Unk.
Fire prevention personnel conducting plan reviews are located and work in conjunction with other development review staff to provide customer convenience.	√		
Fire prevention staff participate as members of the application review team and attend pre-application conferences for major projects to ensure fire safety considerations are addressed.	√		
All high risk occupancies are inspected by fire prevention personnel annually. Fire companies conduct inspections of moderate and low risk commercial occupancies.		√	
There is a clearly developed annual training schedule for personnel	√		
There are documented performance standards to met by emergency response personnel by position and unit.	√		
Training records are centrally maintained to document training provided and completed by personnel.	√		
There is annual proficiency testing of firefighters against documented and established performance standards.			√
There are semi-annual multi-company drills and proficiency testing on fire ground operations.			√
There is sufficient dedicated training staff to ensure compliance with the annual training schedule.		√	
There are sufficient training videos and other self-teaching materials for use at the station level.			√
There is an adequate training facility available to conduct a wide range of both classroom and field training exercises.	√		
The span of control for Battalion Chiefs is in the 6 – 8 station range.	√		
Organization is “flattened” to reduce the levels of management involved in service delivery.	√		
Command staff collect, analyze and review data, which describes a range of departmental activities.	√		
Performance measures are in place and personnel are held accountable for unit and individual performance.	√		

Best Management Practice	Yes	No	Unk.
Meetings occur frequently enough to ensure information is distributed, discussed and acted upon in a timely manner.	√		
Meetings are run time-efficiently with a focus on expectations.	√		
Use of email, newsletters, Chief's memos and other means to communicate officially about changes and challenges in the department.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's analysis, Albuquerque should consider the following changes to the Fire Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Are present staffing levels that are linked to service level expectations appropriate given the types of risks present in Albuquerque? Is utilization appropriate? Are response times adequate?	The agency has excellent overall response times and capabilities. Senior fire officials should establish time bound performance expectations for personnel for dispatch, turnout and travel times to high priority fire and EMS calls.	None
	AFD should begin tracking dispatch, turnout and travel time performance to high priority fire and EMS calls as part of their CQI process.	None
	AFD senior fire officials should review their current first alarm assignments to determine if the response is appropriate or if resources are being over committed during initial response.	None

Issue	Analysis and Recommendations	Cost / (Savings)
	AFD senior fire officials should evaluate the decision to staff all rescue units with two (2) paramedics at all times. Staffing the driver position with a non-paramedic driver would save the City considerable base salary costs and reduce the number of personnel requiring paramedic level continuing education.	(\$290,472) Base annual salary savings
Are training programs meeting objectives?	The agency should continue to move forward with the professional development program started two years ago and require certifications and course completion prior to members being eligible for promotional opportunities.	None
	The agency should evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate per student cost for attending classes at the AFD training academy. The agency is now charging for outside attendance in the current paramedic class.	Cost Recovery
Are there internal organizational or operational areas of concern in the Fire Department?	The current practice of staffing fire dispatch with sworn driver positions should end. The PD and FD dispatcher centers should be integrated as one dispatch center with civilians properly trained to handle the fire and EMS dispatch functions.	(\$225,480) Base annual salary savings. Total savings could exceed \$500,000 when fringe benefit costs, reduced overtime and specialty pay are considered.
	The Deputy Chief of Emergency Response should be appointed as the liaison with the consolidated dispatch center.	None

Issue	Analysis and Recommendations	Cost / (Savings)
	The current practice of sharing management responsibilities of the training programs between two Deputy Chiefs should end. The responsibility for the management of the training function should be assigned to the Human Resources Deputy Chief.	None

4. DISCUSSION OF ISSUES

FIRE DEPARTMENT

Emergency Staffing and Operations

Issue:

Are present staffing levels that are linked to service level expectations appropriate given the types of risks present in Albuquerque? Is utilization appropriate? Are response times adequate?

Current Situation:

The Fire Department provides emergency operations from a total of 22 stations, of these 21 are owned and operated by the City of Albuquerque and one (1) is owned by Bernalillo County, but staffed and operated by the City. This is accomplished with the following resources:

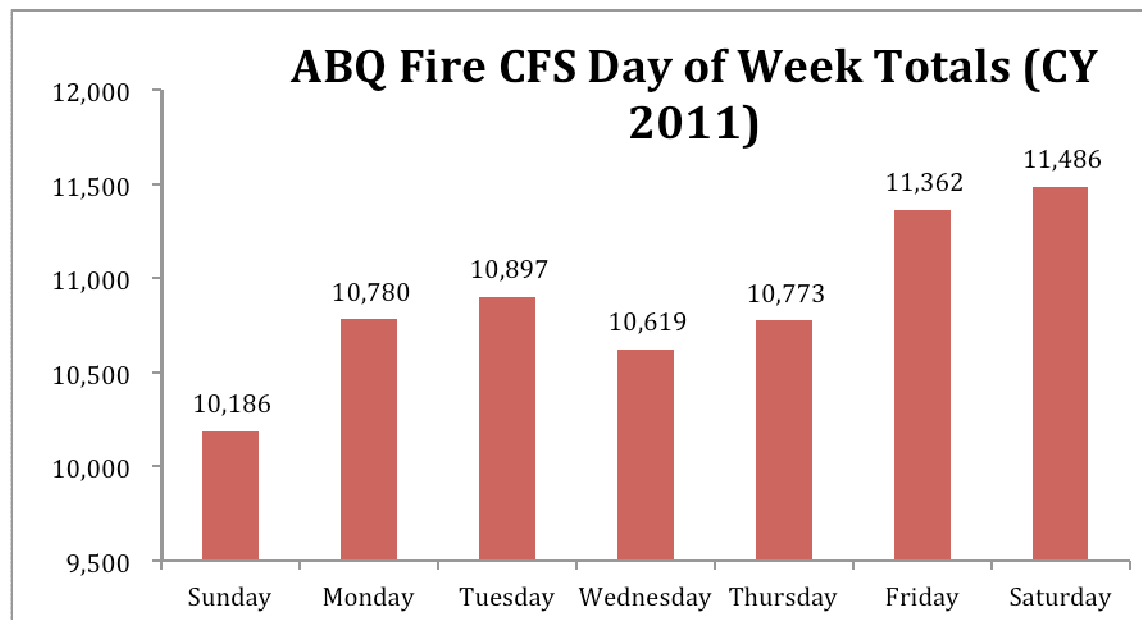
- Twelve (12) Battalion Commanders (4 on each shift), responsible for 5-6 stations.
- Twenty-two (22) Engine companies (4 person minimum staffing)
- Six (6) Ladder companies (3 person minimum staffing). A 7th Ladder company was placed in service in July 2012.
- Nineteen (19) Rescue companies (2 person minimum staffing – Paramedics)
- Three (3) Squads – Provide Haz-Mat and Heavy Rescue response. Two (2) haz-mat units are staffed with two (2) person minimum and Heavy Rescue is staffed with four (4) person minimum.
- Unit 78 (staffed with one Paramedic Captain daily) – provides quality assurance at incidents.
- 2011 annual incident responses by unit as shown below:

Unit #	Number Responses	% of Total Unit Responses
Battalion 1	854	0.73
Battalion 2	728	0.62
Battalion 3	415	0.35
Battalion 4	412	0.35
Engine 1	2,976	2.53
Engine 2	3,036	2.59
Engine 3	3,194	2.72

	Engine 4	2,024	1.72
	Engine 5	4,087	3.48
	Engine 6	1,369	1.17
	Engine 7	2,731	2.32
	Engine 8	2,252	1.92
	Engine 9	2,592	2.21
	Engine 10	1,042	0.89
	Engine 11	3,700	3.15
	Engine 12	3,654	3.11
	Engine 13	3,298	2.81
	Engine 14	2,718	2.31
	Engine 15	2,619	2.23
	Engine 16	2,320	1.96
	Engine 17	2,508	2.14
	Engine 18	1,272	1.08
	Engine 19	2,556	2.18
	Engine 20	1,845	1.57
	Engine 21	1,359	1.16
	Engine 27	1,256	1.07
	Ladder 1	1,175	1.00
	Ladder 4	1,145	0.975
	Ladder 5	1,630	1.39
	Ladder 13	1,345	1.15
	Ladder 15	1,207	1.03
	Ladder 21	439	0.37
	Rescue 1	2,980	2.54
	Rescue 3	3,303	2.81
	Rescue 4	2,355	2.00
	Rescue 5	3,618	3.08
	Rescue 6	1,673	1.42
	Rescue 7	3,293	2.80
	Rescue 8	2,147	1.83
	Rescue 9	2,644	2.25
	Rescue 11	3,514	2.99
	Rescue 12	3,388	2.88

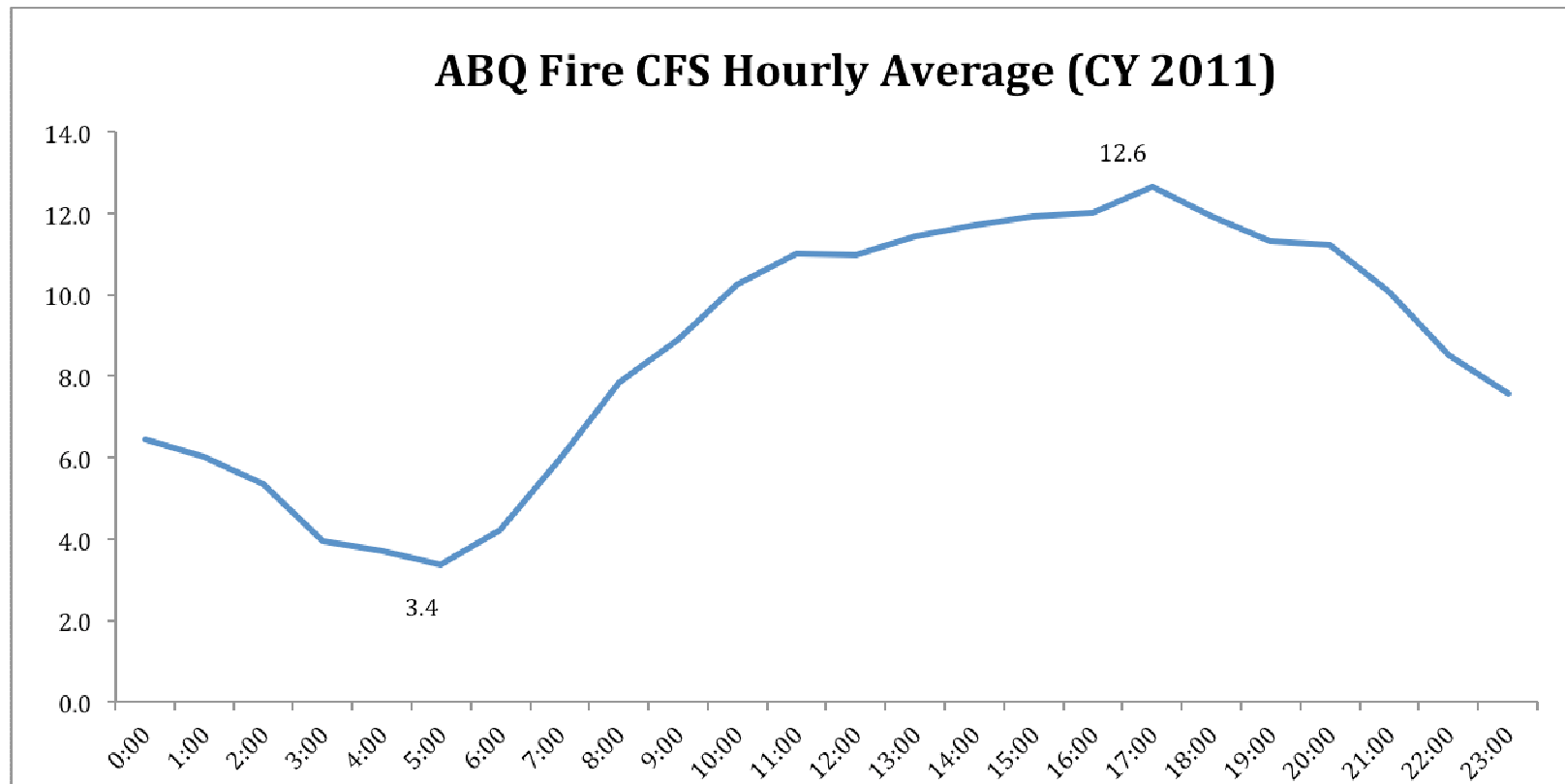
Rescue 13	3,561	3.03
Rescue 14	3,140	2.67
Rescue 15	2,930	2.49
Rescue 16	2,591	2.21
Rescue 18	1,730	1.47
Rescue 19	354	0.30
Rescue 20	1,840	1.57
Rescue 21	1,208	1.03
Rescue 27	1,328	1.13
Rescue 29	1,054	0.90
Squad 1	585	0.50
Squad 2	1,165	0.99
Squad 3	637	0.54
Unit 78	1,206	1.03

The AFD is busiest on Fridays and Saturdays as compared to the rest of the week. Sunday is the slowest day of the week in terms of calls for service. The following chart illustrates the number of calls for service by day of the week for 2011:



Current Situation (continued):

When hourly demand for calls is analyzed it is clear that Albuquerque is typical of most agencies as calls for service are higher during the daytime hours and decrease in the overnight hours. Call demand peaks during the 1700 hour with 12.6 calls on average occurring during that timeframe, while the 0500-hour has the lowest demand at 3.4 calls during that hourly block. The following chart depicts the average calls per hour for 2011:



Analysis and Discussion:

The number of responses by units is an important figure as an industry benchmarks for the capacity of unit effectiveness is 3,500 calls for service annually for a single unit, at which point an agency must make critical decisions regarding the ability to effectively provide services to the community. There are also thresholds for stations with two or three units. The following table is a system solution guide from the Commission on Fire Accreditation International (CFAI) showing a tiered approach of solutions based on calls for service thresholds.

THRESHOLD	POSSIBLE SOLUTIONS
Units within 90% of Threshold values: Unit/Station call loading <ul style="list-style-type: none"> • Above 3,150 calls per year – single unit • Above 7,900 calls per year – two units • Above 12,600 calls per year – three units 	<ul style="list-style-type: none"> • Change cover status/dynamic deployment • Decrease first-due area • Redeploy adjacent resources • Reconfigure station resources • Eliminate planned out of service time
Units at Threshold Values: Unit/Station call loading <ul style="list-style-type: none"> • 3,500 calls per year – single unit • 8,760 calls per year – two units • 14,000 calls per year – three units 	<ul style="list-style-type: none"> • Increase capacity of adjacent units • Increase/decrease mutual aid • Implement peak staffed units • Redeploy resources to problem areas • Relocate existing fire stations
Units over 110% of Threshold Values: Unit/Station call loading <ul style="list-style-type: none"> • Above 3,850 calls per year – single unit • Above 9,650 calls per year – two units • Above 15,400 calls per year – three units 	<ul style="list-style-type: none"> • Add new resources to station • Add new resources to adjacent stations • Add new station(s)

As shown above, there are currently six units exceeding the 3,500 calls per year threshold; Engines 5, 11 and 12 and Rescues 5, 11 and 13. Of these only Engine 5 is over 110% of threshold values at 4,087 calls annually. As a three- unit

station the total responses of 9,335 by station 5 are below the 90th% threshold, but this is an area the City should continually monitor.

The AFD should review the initial alarm assignments by call type/risk to determine whether they are sending the appropriate resources to emergency calls or are sending too many units to lower priority calls. By ensuring an adequate response based on call type and risk the agency may be able alleviate call demand on units and delay the need to staff additional units or stations.

The following table illustrates the minimum types of apparatus and number of personnel typically required to initially respond to emergency incidents according to industry standards for urban settings using the minimum staffing of AFD Units to determine unit responses:

Call Type	Nature of Call / Occupancy Risk	Minimum Units Required
Fire	High	5 Engines, 2 Trucks, 1 Rescue, 2 BC's (29 personnel)
	Moderate	3 Engines, 1 Truck, 1 Rescue, 1 BC (15 personnel)
	Low	2 Engines (6 personnel)
EMS	High	1 Engine, 1 Rescue, 2 Medics (10 personnel)
	Moderate	1 Rescue, 1 Medic (4 personnel)
	Low	1 Medic (2 personnel)

The table above indicates the minimum effective response force required to safely operate initially at fire incidents based on risk category. As a fire scene expands additional personnel are required to serve in critical task roles, an agency should dispatch enough personnel initially to ensure all critical tasks can be accomplished in a timely manner, but not over commit resources which are not required to effectively mitigate the emergency.

The most typical structure fires responded to by AFD are moderate and high-risk structure fires. As shown the minimum effective response for a single-family residential structure fire in a metropolitan/urban setting is 18 personnel. Based on CAD records the AFD is currently dispatching 31 personnel during the initial dispatching of units to a single-family residential structure fire. On a high-risk structure fire, such as a commercial or industrial building the initial response

force dispatched totals 38, which is again higher than the minimum 25 personnel required to perform the initial critical tasks at emergency scenes.

AFD senior fire officials should evaluate the effectiveness of their current response plan related to structure fires to ensure they are responding appropriately, while not over committing resources on the initial dispatch to reported structure fires as most structural fire calls appear to be handled by the initial response force with few additional resources dispatched to the scene.

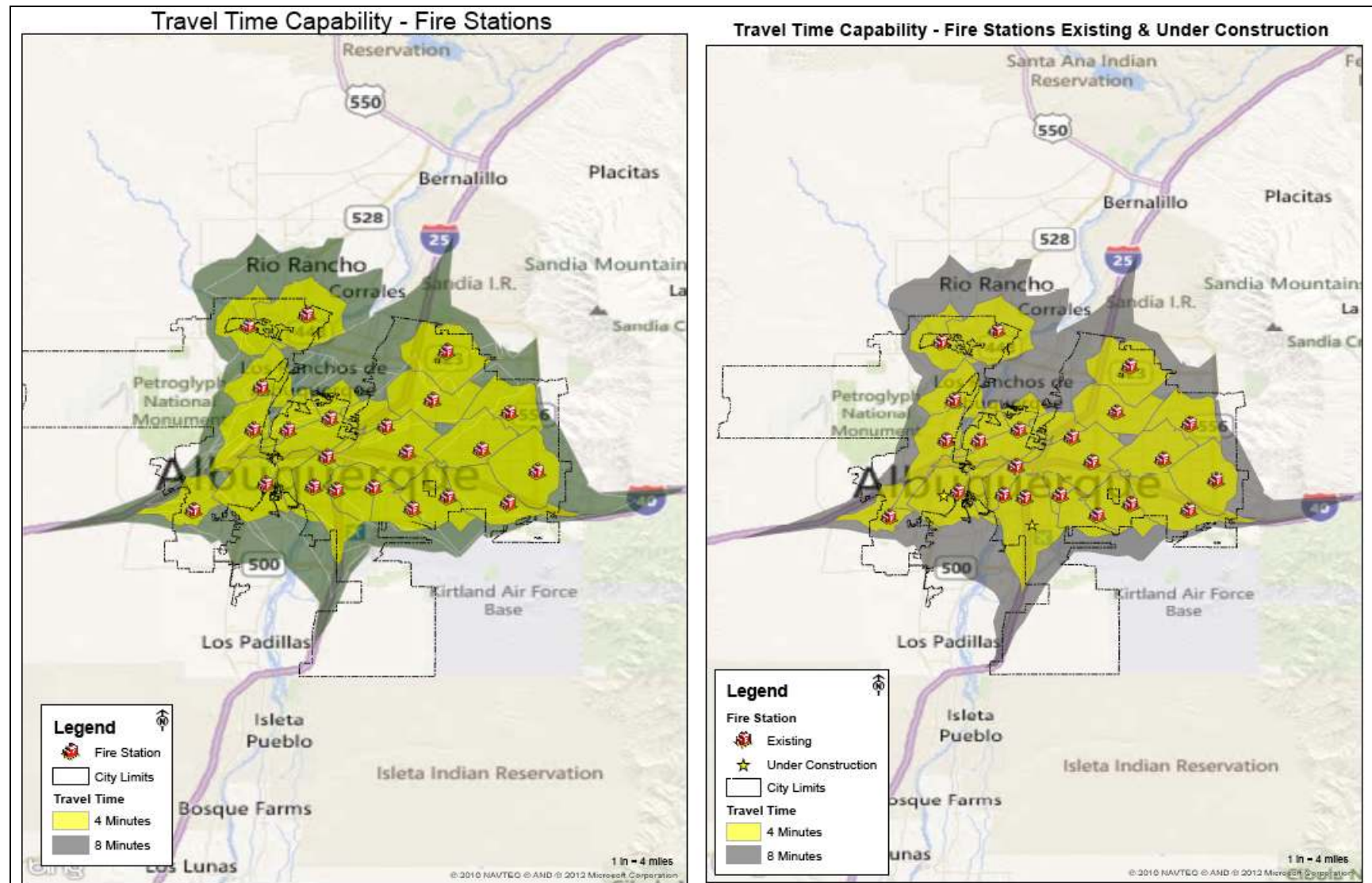
The next element in effectiveness of emergency scene mitigation is the timely arrival of fire crews. In a metropolitan/urban setting. Benchmark effective travel times are 4:00 90% of the time for the first arriving unit and 8:00 90% of the time for the second unit and balance of the first alarm assignment. Baseline performance is 5:12 90% of the time for the first arriving unit and 10:24 90% of the time for the second unit and balance of the first alarm assignment.

As shown earlier in the report, the AFD currently exceeds benchmark performance standards with travel times to 90% of high priority calls being 3:24 for fire calls and 3:42 for high priority EMS calls. Based on the CAD data provided by the agency it is not possible to determine the travel times for the second arriving unit or the balance of the first alarm assignment as all units dispatched to high priority calls show the same arrival time.

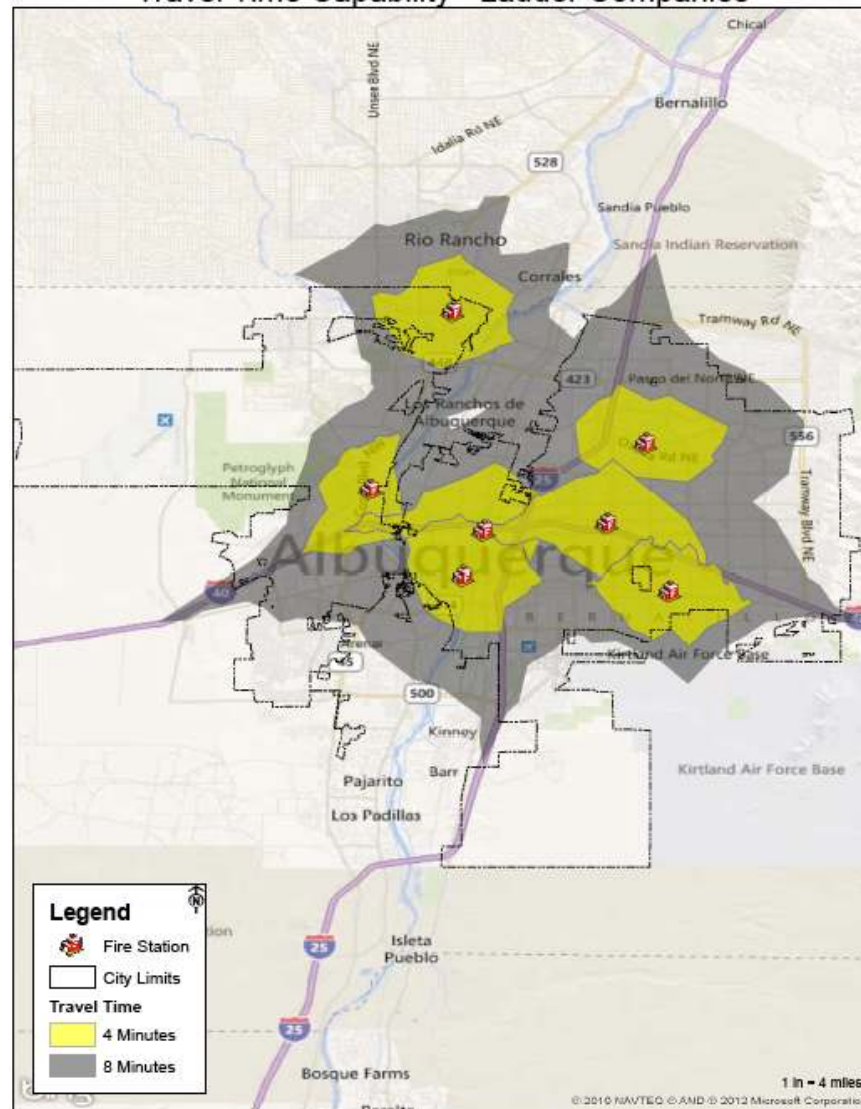
Turnout times for personnel are longer than best practices. Personnel should be enroute from the time of dispatch in 1:00 90% of the time for high priority EMS calls and 1:30 90% of the time for high priority fire calls. Current performance of AFD personnel is 1:48 on EMS calls at the 90th% and 1:36 for fire calls at the 90th%.

AFD should establish performance benchmarks and begin including a review of turnout times and arrival times as part of their Quality Assurance (QA) process in the dispatch center to ensure personnel are meeting performance time standards for turnout and arrival times for each unit dispatched to an emergency.

The project team utilized GIS technology to evaluate the current station layout to determine the predicted travel times to emergency calls. The maps on the following pages illustrate the current situation, the predicted travel times when the construction of the two new facilities is complete and the coverage provided by the current deployment of ladder companies. As shown the current station layout provides excellent coverage for the community.



Travel Time Capability - Ladder Companies



The staffing of units is an important decision for fire agencies as personnel costs make up the majority of budgeted annual expenses. Staffing decisions should be made with regard to the safety of the operations of emergency response personnel and the ability of the agency to deploy an effective response force to the typical risks facing the community. The current staffing is depicted in the following table.

Unit	Maximum Staffing	Minimum Staffing
Engines	4	4
Ladders	4	3
Rescues	2 paramedics	2 paramedics
Squads	4	2
Unit 78	1	1
Battalions	1	1

The National Fire Protection Association recommends staffing engine companies with a minimum staffing level of four personnel, which is the current practice in Albuquerque. The decision to staff rescue units with two paramedics at all times is an expensive one for the agency. As a first responder the focus of the responding personnel to EMS incidents is on initial patient contact and stabilization to prepare the patient for transport once the transport unit arrives. This can effectively be accomplished with one EMT and one Paramedic, which would lower the overall cost of providing first response EMS service as part of the core business operations of the AFD. In fact, New Mexico EMS regulations require a minimum of one licensed responder respond as part of the responding EMS crew.

With an average pay of \$1.75 per hour higher staffing with a paramedic driver as compared to a driver the cost of operating the rescue units increases by \$290,472 in base salary costs annually by staffing with two paramedics.

Fire Dispatch

Current Situation:

The Albuquerque Fire Department currently maintains a separate dispatch center in the same building as the police dispatch center with a wall separating the two centers. The police dispatch center operates as the primary PSAP with call takers taking the initial call for service and transferring fire/EMS calls to the fire dispatchers. A police dispatcher will remain on the line during the dispatching of the fire call to determine if a police response is required. All personnel in the AFD dispatch center are sworn fire personnel at the rank of driver and lieutenant. Dispatch personnel work a 42-hour work-week on rotating 10-hour / 24-hour / 14-hour workdays. The two lieutenants responsible for QA work a 40-hour workweek on a 4-10 schedule.

Currently the time from the police PSAP answering the initial call to the point of Fire Dispatch receiving the call is not being tracked and fire times begin when the fire dispatcher receives the call. The agency does QA on EMS calls related to EMD protocol adherence. Current records indicate the Fire Dispatchers are in compliance with protocols 99.67% of the time. Fire dispatchers dispatched 78,094 calls for service in 2011.

Best practices for the dispatching of high priority fire and EMS calls is to dispatch the call within 60 seconds 90% of the time. The baseline performance expectations for dispatching high priority calls is 1:30 90% of the time. The current performance of the dispatch center is below baseline and best practice levels with 90% of high priority fire calls dispatched in 1:36 and high priority EMS calls dispatched in 1:54 seconds 90% of the time.

Analysis and Discussion:

The decision to staff the fire dispatch center with sworn personnel is a costly one for the City of Albuquerque. Typically dispatch centers are staffed with civilian personnel who are trained to perform both EMD and EFD functions for an agency. Performance measures and dispatch protocols are put in place with QA reviews conducted to ensure the public is receiving high quality service from the dispatch center.

The current shift schedule of the AFD dispatch center is inefficient. The work periods of 14 and 24 hours, which are part of the shift schedule, are too long for a dispatcher to remain alert and effective. Due to this the fire dispatchers have a rest

area where they take naps and are allowed to sleep while on duty. This sleep rotation is built into the work schedule with a core level of dispatchers manning the consoles while one sleeps. In effect the City is not getting a full 42 hours of work from the personnel assigned to the center.

Civilian dispatchers for the City of Albuquerque currently have a base pay rate of \$15.72 - \$17.03 per hour depending on the level of certification. The fire dispatchers currently have a base pay rate of \$22.45 per hour. Using the high end of the pay scale for a civilian dispatcher this equates to a difference of \$5.42 per hour. With a typical employee compensated for 2,080 hour annually this is a difference of \$11,274 per position annually. With 20 current 42-hour driver positions in the AFD, this equals \$225,480 in additional costs incurred annually to staff the fire dispatch center with sworn personnel.

It is the opinion of the project team that City of Albuquerque could provide excellent fire dispatch services to the public utilizing a single dispatch center staffed with civilian personnel. The City should begin by integrating the two centers into one larger center by removing the wall that separates fire and police dispatchers. The current fire dispatchers should be placed on an 8-hour schedule to eliminate the need to sleep while on duty. Current civilian dispatchers should be trained to be proficient in EMD and EFD protocols and begin to work with the current fire dispatchers until the two centers can full integrate into a single operations center. Through normal attrition the current drivers and lieutenants would transfer from the dispatch center back to field operations with civilians hired and trained to replace the sworn personnel before transfers occur. It is recommended that the two lieutenants assigned to conduct Quality Assurance continue in this role.

The Deputy Chief of Emergency Response should be assigned as the liaison between the AFD and the dispatch center to ensure service levels are being met.

Recommendations:

- **The AFD currently exceeds industry best practices related to travel times. Senior Fire Officials should establish time bound performance expectations for personnel related to dispatch, turnout and travel times to high priority fire and EMS calls for service and report the performance to the City on a quarterly basis.**
- **AFD should begin tracking dispatch, turnout and travel time performance at the 90th% to high priority calls as part of their Quality Assurance program.**
- **Senior Fire Officials should review current first alarm assignments to determine if the response appropriate or if resources are being over committed on the initial dispatch of high priority fire calls.**
- **The current decision to staff all rescue units with two paramedics should be evaluated. Staffing with a Driver and Paramedic as compared to a Driver Paramedic and Paramedic could save the City \$290,000 in annual base salary costs.**
- **The current practice of staffing fire dispatchers with driver level sworn positions should end. The PD and FD dispatch centers should be consolidated into a single dispatch center with civilians properly trained to handle fire and EMS dispatching functions.**
- **The Deputy Chief of Emergency Response should be assigned as the liaison for the consolidated dispatch center.**

FIRE DEPARTMENT

Organization and General Operations

Issue:

Are there internal organizational or operational areas of concern in the Fire Department?

Current Situation:

While emergency response is typically the core of the services provided by the Fire Department, there are other services provided both internally and externally by the AFD.

Analysis and Discussion:

Training

The Deputy Chief of Emergency Response and Deputy Chief of Human Resources currently split the management responsibilities related to training. The HR Deputy Chief oversees EMS training, while the ER Deputy Chief oversees fire training.

While the training programs are functioning well and all required training for both fire and EMS certifications is occurring, having dual managers in the Training Section is not in accordance with best management practices as the Training Commander effectively has two supervisors. The decision to separate the duties is related to the backgrounds of the two Chiefs with one having an EMS focus and the other being more focused on fire and Special Operations during his career. It is the opinion of the project team that the long-term benefits of having a single manager over training outweigh the short-term learning curve associated with taking on the additional training area. The team recommends placing the responsibility for the management of training with the Deputy Chief of Human Resources.

The training center provides training to other fire departments in the area, including the County Fire Department. Currently there is no process in place for cost recovery on programs offered to outside agencies. Typically if agencies provide instructors for courses they offered free seats in the training program, but otherwise are charged an appropriate fee to offset the personnel and facility costs incurred by the host community.

The AFD should evaluate the true costs associated with providing cadet, professional development, special operations and continuing education classes and determine the cost on a per student basis for delivering these programs. From this evaluation develop appropriate fees to be charged or in-kind services required of outside agencies taking advantage of the training courses offered by AFD.

The AFD began professional development two years ago and now has an established program in place where certifications and successful completion of courses is required prior to promoting to higher ranks in the department. This is an example of a best practice in the training section and should be continued as outlined by the agency.

Field Operations Center

Analysis and Discussion:

The Field Operations Center is tasked with the responsibility of ensuring fire dispatch; support positions and each station and apparatus are staffed with the appropriately trained personnel on a daily basis at AFD. Staff in the center hold the rank of Driver and work the same 48/96 schedule as shift personnel. A commander who works a 4-10 schedule supervises the drivers. The agency utilizes Telestaff as the software package to track individual assignments and personnel certification levels to ensure staffing is appropriate. The Commander is responsible for creating reports related to the usage of leave, vacation bids and ensuring specialty trained staffing is adequate for the squads related to hazardous materials and specialty rescue response capabilities.

Personnel are required by policy to call in prior to 6:00 a.m. on the morning of their shift to allow the FOC to appropriate time to ensure adequate staffing levels are present at each station and each piece of apparatus.

The decision to staff the center with sworn personnel at the driver rank is costing the City unnecessary salary expenses. The Telestaff program makes the staffing recommendations to ensure appropriate staffing levels with the drivers contacting personnel required for overtime assignments or stations where personnel need to be rotated to ensure units are appropriately staffed. The use of civilians to staff these positions could save the City approximately \$44,000 in annual base pay as their salary costs are lower, but the 40-hour work week as opposed to the current 56-hour work week would require additional personnel to staff the center on a 24-hour basis.

The scheduling and staffing software is not linked to the City ERP for payroll purposes, which requires all payroll entries to be handled manually by AFD payroll clerks.

The AFD should discontinue the practice of staffing the Field Operations Center with sworn personnel at the Driver rank and staff the center with civilian personnel at the Senior Office Assistant level.

Technical Services

Analysis and Discussion:

The current decision for the Fire Department to provide internal IT services came from the lack of adequate service to the lack of adequate service from the City IT department, particularly after normal business hours when immediate IT assistance was needed. According to departmental records, the Fire Department IT staff are achieving completion of internal IT requests within 24 hours 95% of the time, which is a high service level to their internal customers.

Technical Services is staffed with a Captain and 2 Lieutenants working a 40-hour work week and 4 Divers who work the same 42-hour workweek as fire dispatch on a rotating 10-hour / 24-hour / 14-hour shift schedule. Maximum utilization is not obtained with the Driver schedule as during the 24-hour tours of duty the drivers will sleep during the overnight hours if an immediate IT need does not occur.

The City would be better served by allocating the money spent to fund the internal IT services and increasing staffing at the City IT services to include 24-hour availability to emergency services to ensure critical IT needs are met during all hours of the day and night. The City IT should also develop service level agreements with emergency services to clearly agree on the level of service provided and the types of issues which require an immediate response from the IT department. As the base hourly rates of Drivers and System Analysts are similar the efficiencies will be gained in overall personnel utilization, as all hours worked would be focused on the delivery of IT services.

Fleet Maintenance

Analysis and Discussion:

The AFD operates a separate fleet maintenance facility from the City. The facility is a 13,800 square foot facility, which houses the fleet maintenance operations, SCBA maintenance, personnel protective equipment storage, equipment storage and consumables storage for the agency. 5,306 square feet of the facility is dedicated to the maintenance of the fleet.

During interviews AFD personnel expressed concerns with the inadequate size of the facility to meet to adequately support the fleet maintenance needs of the agency. An internal audit of the facility in June 2012 found that the facility unable to meet the diverse needs of the agency, being both smaller and underequipped when compared to similar cities.

Mechanics assigned to the facility are also lacking Emergency Vehicle Technician (EVT) certifications as recommended by NFPA 1071. The EVT certification should be included a requirement in future updates to Fire Department mechanic job descriptions.

While the agency conducts routine preventative maintenance, they lack a comprehensive preventative maintenance schedule for apparatus. The agency should develop comprehensive preventative maintenance schedules in accordance with the provisions found in NFPA Standards 1500, 1901, 1915, 1911 and 1914.

Fire Marshals Office/Fire Prevention

Analysis and Discussion:

The Fire Marshals Office is responsible for managing the fire prevention efforts of the AFD. Fire Prevention includes inspections and plan review.

There are currently five (5) lieutenants and 13 inspectors assigned to the inspections function in the agency. This results in a supervisory span of control of 2.7 inspectors reporting to each lieutenant, which is a low span of control for a first line supervisor. Each inspector is tested on knowledge of the current Fire Code and must demonstrate level-one proficiency. Lieutenants will assist inspectors in the conducting of large and high hazard occupancies. The Fire Marshal currently estimates that approximately 60-70% of commercial occupancies are inspected on schedule.

AFD currently does not utilize fire companies for the inspection of low hazard occupancies in their first due response area. This is a common practice of fire departments nationwide to maximize the utilization of firefighters during normal business hours and assist with ensuring commercial occupancies are inspected according to established schedules.

The plan review function is staffed with two (2) lieutenants and six (6) inspectors. This results in a supervisory span of

control of 3 inspectors reporting to each lieutenant, which is also a low span of control for a first line supervisor. Each inspector assigned to plan review is also required to demonstrate level-one proficiency knowledge of the Fire Code.

Currently there is no focused effort toward providing public fire education to the community. The inspection lieutenants will coordinate public fire education efforts when a request is made from the public. Best practices would ensure that an annual analysis is conducted according to the fire risks in the community, especially as they relate to special populations such as the elderly or children and a fire prevention curriculum is developed to address these risks and minimize the occurrence of fires before they occur.

Recommendations:

- **Reassign the sole responsibility for management of the Training function to the Human Resources Deputy Chief.**
- **Evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate charge on a per student basis for attending classes at the AFD training center.**
- **Continue the plans associated with progressing forward with the professional development of personnel in AFD by requiring certifications and course completion prior to members being eligible for promotional opportunities.**
- **Discontinue the practice of using sworn personnel to staff the Field Operations Center.**
- **Develop service level agreements between emergency services and the City IT Department and re-allocate funds currently spent to fund internal Fire Department Technical Services to ensure the City IT Department is appropriately staffed to meet 24-hour operational needs and service level agreement.**
- **Evaluate opportunities to co-locate fire department fleet maintenance with other City fleet maintenance operations.**
- **Develop comprehensive preventative maintenance schedules for fire apparatus in accordance with NFPA Standards 1500, 1901, 1911, 1914 and 1915.**

- **Require EVT certifications for all mechanics that perform maintenance functions on fire department apparatus.**
- **Evaluate the spans of control in the Fire Marshal office to determine the appropriate span of control for first line supervisors to effectively supervise inspectors while still being able to perform ancillary duties.**
- **Implement a company inspection program for fire personnel to inspect low hazard commercial occupancies in their first-due response area.**
- **Develop a public education program, which targets specific risks and audiences based on incident response data and community demographics.**
- **Conduct an annual appraisal of the effectiveness of the public education program and its effect on reducing identified risks.**

FIRE DEPARTMENT Staffing Recommendations

The table below illustrates the staffing recommendations for the Fire Department based on the information contained in this chapter of the report. These staffing recommendations are not intended to represent the entire agency, but rather to clearly identify additions/deletions to existing staffing levels by functional area as recommended:

Position	Current Staffing	Recommended Staffing	Change
Fire Dispatch			
Lieutenant	4	3	-1
Driver	20	0	-20
Civilian Dispatcher	0	20	+20
Emergency Response - EMS			
Paramedic Driver	75	19	-56
EMT	0	56	+56
Paramedic Lieutenant	56	56	0
Field Operations Center			
Commander	1	1	0
Driver	6	0	-6
Civilian Personnel	0	9	+9
Technical Services			
Captain	1	0	-1
Lieutenant	2	0	-2
Driver	4	0	-4
Civilian IT Supervisor	0	1	+1
Civilian IT Staff	0	6	+6

11. HUMAN RESOURCES

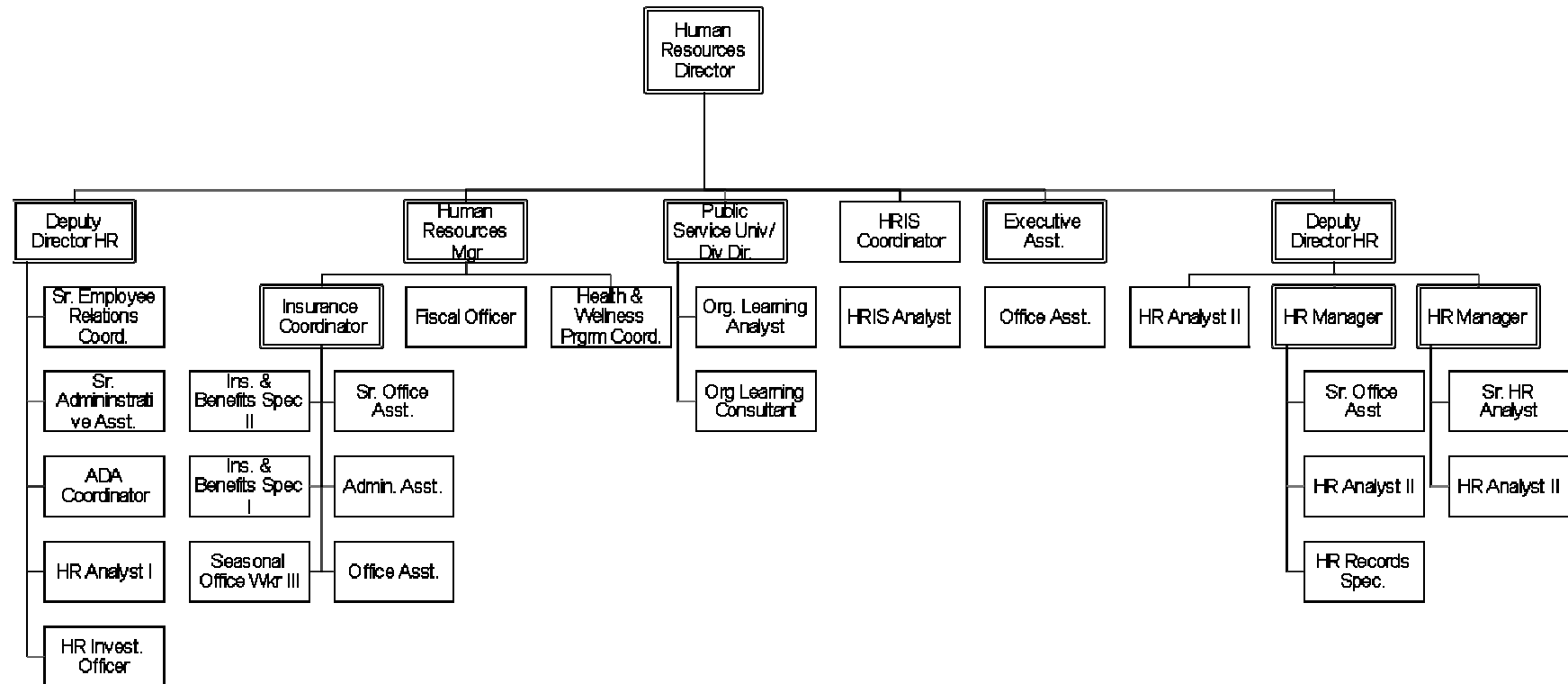
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Human Resources Department.

1. DEPARTMENT SUMMARY

The Human Resources Department provides support to the entire City of Albuquerque organization in meeting the organization's personnel management, development and employment services. The Department is responsible for ensuring compliance with City, State and Federal personnel policies, regulations, and laws; employee training and development; employee recruitment, selection, classification and promotion administration and oversight; benefits administration; and minimization of City liability related to personnel actions. Human Resources has a total of **33 positions** budgeted in FY/12, a decrease of 1 position from the original FY/11 budget. The Human Resources FY12 budget is \$64,590,000 (\$2.7M personnel, \$61.6M operating, and .26 transfers). \$2.2M General funded.

The overall Human Resources Department is composed of the following organizational units with the total number of managerial staff positions shown.

Human Resources Department



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted "standards" recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a "best practice" from said agency's perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review

initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Human Resources Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Human Resources have a multi-year strategic plan with annual goals and measurable objectives.		√	
Human Resources has been integrated into the City-wide strategic goals and are part of the overall business strategy of the City.		√	
Human Resources use appropriate performance measures and interpretive benchmarks to evaluate its major programs and uses these in management decision-making.		√	
A long-term information technology plan has been prepared for Human Resources.		√	
Management information systems are in place to assess and evaluate whether Human Resources are being properly managed and whether objectives are met.		√	
The number of organizational layers does not exceed three (the number of layers that one employee would have to report to reach the Department Director).	√ (partially)		
The span of control for managers and supervisors in Human Resources is approximately one to eight.		√ (varies by manager)	
Customer satisfaction with Human Resources is routinely monitored and satisfaction is high.		√	
The training needs of Human Resources staff has been evaluated and identified, and a training strategy has been developed, including a management and supervisory development program.		√	
An employee performance management system has been created that is linked to the Human Resources strategic plan, goals, objectives, and performance measures.	√ (partial)		
Human Resource policies and procedures are well documented	√		

Best Management Practice	Yes	No	Unk.
Human Resources maintains personnel records in an efficient and readily accessible manner utilizing an integrated human resource information system (HRIS).	√		
Human Resources use a workforce planning system to project retirement rates by division or City and prepare for replacement of lost competencies and skills. This system has been automated. The plan is updated annually.		√	
Human Resources have efficient and effective processes for recruiting and hiring qualified personnel.	√		
Human Resources have standard City-wide procedures to announce vacancies and to receive and process applications.	√		
Human Resources monitor the effectiveness of different recruitment methodologies to track where additional work is needed. This includes such metrics as ratio of invitations to interviews, interviews to offers, offers to hires, etc.	√		
Human Resources can demonstrate that their recruiting practices generate a sufficient number of qualified applicants to fill vacant position.	√		
Human Resources can demonstrate that their recruiting practices generate eligibility lists to fill vacant positions in a timely manner (based upon the amount of time from the date a personnel requisition is submitted to the date an eligibility list is provided). The amount of time required to fill vacant positions is comparable to the amount of time identified in the <i>ICMA Comparative Performance Measurement Report</i> ; the IPMA/NAPSE Benchmarking Report for 2000-01. These average 45-60 days for clerical and 'operations' staff; 60-90 for professional and paraprofessional staff; and 120-150 days for management staff.			√ (insuff. Data)
Human Resources job vacancy announcements provide information on positions to be filled, education, experience, knowledge, skills, and abilities required and compensation range.	√		

Best Management Practice	Yes	No	Unk.
Human Resources utilize technology to make the recruitment process more efficient and timely. This includes: <ul style="list-style-type: none"> Using the Internet as a primary means to advertise positions and recruit qualified candidates, accept applications on-line, and resume processing software to match jobs to candidates. Using the web site to highlight the City's benefit and retirement packages, maximizing their use as recruitment tools. Expanded recruitment outreach by connecting commercial employment web sites to the City's on-line application system. 		√	
Human Resources utilize continuous recruitment for hard-to-fill classifications.	√		
Human Resources have incorporated flexibility in the acceptable minimum qualifications for hard-to-fill positions, including options to allow for certain substitutions for experience and training.	√		
Human Resources focus on skills, abilities, and behavioral attributes rather than just experience/education requirements for hard-to-fill positions and allow demonstrated proficiencies to be substituted for the required education and experience.	√		
Human Resources utilize a shared recruitment process with other public agencies to reduce the costs of recruitment and competition for the same candidates.		√	
Human Resources can demonstrate that the employees hired within recent years generally reflect the population of the City, OR, if certain races or ethnicities are under-represented, the City has developed and implemented a plan to remedy that situation.	√		

Best Management Practice	Yes	No	Unk.
Human Resources can demonstrate through climate surveys, exit interview results, and/or other appropriate methods, that it has created and modifying a working environment for its employees that enhances worker satisfaction, and minimizes employee turnover. At a minimum: <ul style="list-style-type: none"> • The City conducts climate surveys that measure employee satisfaction on such factors as work environment, quality of supervision, safety, City-wide support, and opportunities for professional development; and • The City conducts exit interviews with employees who terminate employment, and compile the results of these interviews. • The annual rate of turnover is less than 10% overall. 		√	
Human Resources maintains historical data on turnover rates for major classes of employees and monitors this data to identify unusual variations in the turnover rate.		√	
Human Resources provides a comprehensive staff development program to achieve and maintain high levels of productivity and employee performance.	√ (super- visory)	√ (other areas)	
Human Resources conducts orientation programs for all new employees, and includes information on City procedures, performance expectations and evaluations, training and career opportunities, and personnel policies regarding such issues as absences, leave approval and tardiness.	√		
Human Resources maintains training records for all City employees. These records are maintained on the HRIS.		√	
Human Resources conducts needs assessments for the City-wide training program that include input from employees and their supervisors at least every other year. Included within these assessments is input related to the new employee orientation programs.		√	
Human Resources solicits employee feedback on in-service training activities. This feedback is used to evaluate the quality of the training; the performance of the trainers; the extent to which training efforts have met identified long-term training objectives; and the relative benefits produced by the training in view of the costs of the training.	√		
Human Resources develops a pool of potential managers and supervisors in the City who are receiving training prior to their selection to become administrators.	√		

Best Management Practice	Yes	No	Unk.
All middle and top managers have a City leadership-training program for administrators and based managers.	√		
Human Resources has established mentoring programs for new employees.		√	
Human Resources provides ongoing City-wide training to the City's employees regarding the City's policies and procedures that prohibit discrimination, sexual harassment, and work place violence.	√		
The City uses web-based technology to publicize training opportunities that are available to employees, including web pages include course catalogues, registration forms, and "learning links" to other educational and training sites.	√		
Human Resources utilizes e-learning technologies to provide training to City employees cost effectively.	√		
Human Resources verifies that all employees receive performance evaluations at least once a year.		√	
Provides all City employees with a written employee disciplinary procedure that includes provisions of due process.	√		
Human Resources regularly provides training, guidance, and coaching to managers and supervisors on the procedures for improving the performance or disciplining of poorly performing employees.	√		
Human Resources has established a progressive discipline system.	√		
Human Resources has established and implemented policies regarding the drug testing of employees and who are impaired by alcohol or drug abuse.	√		
Human Resources monitors rates of sick leave. Human Resources has defined the rate of sick leave that requires Human Resources review, and has developed policies/practices to deal effectively with the problems created by excessive sick leave.		√	
Human Resources has procedures that are distributed to all employees concerning prompt reporting of all on-the-job injuries.	√		

Best Management Practice	Yes	No	Unk.
<p>The City actively tracks and manages the risk management programs and tracks various metrics such as:</p> <ul style="list-style-type: none"> • Average Cost per Claim • Percentage of Open Claims • Average Claim Duration • Frequency Rate (per 10,000 Citizens) • Type of Loss Percentage • Average Reporting Lag Time • Percentage of Litigated Claims 	√		
Human Resources reviews its employee benefits prior to each new contract with employee unions to ensure that the City is attaining appropriate value for its benefit costs.	√		
<p>The City works cooperatively with employee unions to evaluate alternative delivery options for its employee benefits in order to contain costs, such as:</p> <ul style="list-style-type: none"> • Self-insurance; • Alternative approaches to benefit programs, such as cafeteria plans; • Variable family benefit choices; • HMO and preferred provider plans; • Variations in the levels of deductibles and co-payments; • The relative level of benefits provided to part-time and full-time employees. 	√		
Human Resources calculates the anticipated short term and long term fiscal impact of changes to its benefit packages prior to agreeing to those changes in negotiations with the employee unions.	√		
The City Council is informed as to the short term and long term fiscal impact of changes to its benefit packages prior to approval of employee contracts.	√		
Human Resources clearly designates which staff members are responsible for labor relations and contract negotiations, and these staff members receive annual training.	√		
Human Resources has clearly defined the roles and responsibilities of the negotiator, the City Manager and City Council members during the negotiation process. The process includes steps to establish City priorities for the negotiation process while maintaining confidentiality.	√		

Best Management Practice	Yes	No	Unk.
Departmental managers are asked to identify potential issues of concern that could be raised in the collective bargaining process. Human Resources negotiators determine the costs or potential cost savings associated with these issues, and then meet with departmental managers to determine the feasibility of addressing the concerns raised and whether the City wishes to include these issues in the City's proposal(s) to the union(s).	√		
Upon receipt of union proposals, Human Resources officials determine the estimated costs, and advantages/disadvantages of each proposal.	√		
The Human Resources negotiating team(s) has access to an attorney trained in collective bargaining law and procedures.	√		
The causes of grievances are monitored and corrective and preventative measures taken to reduce the number of grievances filed.	√		
Human Resources has adopted a policy regarding the filing of grievances, and this process has been communicated to all employees.	√		
Human Resources has developed a formal written compensation policy. This policy has been clearly communicated to the City's employees.		√	
Human Resources periodically compares its entry-level salaries with other public and private agencies, and adjusts entry-level salaries as necessary to compete for qualified applicants.	√		
Human Resources has developed and implemented a variable compensation system, such as pay for performance, to establish linkages between performance and compensation.		√	
Human Resources maintains up-to-date, clear, concise, and readily accessible position descriptions that accurately identify the duties of each position and the background and competency levels required. The position descriptions are proactively reviewed for currency and accuracy every three to four years.		√ (varies)	
Classification decisions made by Human Resources are based upon objective and documented data (job descriptions, questionnaires, interview notes, and organization charts).	√		
Human Resources proactively reviews the allocation of City employees to classifications every three to four years to ensure that employees are properly classified.	√		

Best Management Practice	Yes	No	Unk.
Human Resources has utilized broad banding to reduce the number of classifications in a series, particularly for hard-to-recruit classifications.		√	
The level of staffing allocated to Human Resources is comparable to the ratio of staff to total organization-wide staff identified in surveys conducted by <i>BNA</i> and by <i>Best Practices, LLC</i> . The range of comparative public sector benchmarks is one HR employee per 100-150 municipal employees.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Human Resources Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Human Resources Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Human Resources Department?	Human Resources should be restructured with a single Deputy Director position. The second deputy director position should be reclassified to a division manager position.	(\$20,000) Savings over time
	The provision of core Human Resources services (such as recruiting, screening, selection) should be centralized within the Human Resources Department by transferring Personnel Officer and Senior Personnel Officer positions to Human Resources. These positions should continue to be allocated to support individual departments.	Unknown
	Responsibility for Human Rights complaints and cases should be transferred to the Legal Department.	n/c

Issue	Analysis and Recommendations	Cost / (Savings)
Are operations within the Human Resources Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered?	HR should develop guidelines for implementation of Deputy and Assistant Director positions (and other key managerial positions) to ensure a consistent approach across the organization.	n/c
	The City should undertake a classification and compensation study to address internal and external equity issues. A key goal of this effort should be to reduce the number of unique classifications that must be maintained.	Est. \$150,000
	Performance targets should be implemented for key HR functions (recruitment, selection, on-boarding) results in unmet expectations from operating departments. The adoption of performance targets will enable staff to measure internal performance and monitor trends over time.	n/c
	Greater consistency in LR support / advice is needed. The level of staffing allocated to labor relations' support to operating departments must be increased. Periodic training sessions should be implemented to ensure all managers and supervisors understand the personnel rules and collective bargaining agreements.	n/c
	The Human Resources Department should streamline the grievance and appeal process. Currently employees have a choice of venue that prevents a consistent approach in handling employment disputes. Employees should not have an option of which appeal board to utilize.	n/c
	Enhanced training must be provided to departmental staff responsible for the entry of payroll changes and position changed. There are internal control issues that have been identified where some temporary upgrades and pay can be approved without HR approval or knowledge.	n/c

Issue	Analysis and Recommendations	Cost / (Savings)
	Following centralization of the Human Resources staff into HR, the Department should be responsible for conducting all initial screening of applications to determine whether applicants meet minimum qualifications.	n/c
	The Human Resources Department should take lead responsibility for developing, in conjunction with other Departments, an employee performance evaluation system that provides for annual evaluation, development of goals and objectives, and training plans for all employees within the organization. Longer-term, these evaluations should be linked to annual pay increases.	n/c
Does the Human Resources Department appropriately utilize technology to support their operations?	The Human Resources staff should make it as a highest priority the development of a realistic plan, in conjunction with IT, for implementation of the available ERP modules and options that will enable further automation of key HR programs and services	Unknown
	If key features are not available within the ERP and alternatives must be sought, a high priority should be placed on a system that can fully integrate with the ERP system.	Unknown

4. DISCUSSION OF ISSUES

HUMAN RESOURCES DEPARTMENT **Organizational Structure and Staffing**

Issue:

Is the Human Resources Department appropriately located within the organizational structure and appropriately staffed?
Are there organizational structure changes that are appropriate?

Current Situation:

At the present time, the City has a centralized Human Resources Department with some decentralized functions (i.e., labor relations first level processing, application screening, and first level HR support) that is generally filled in larger departments by Personnel Officer positions that are departmental selected positions. Additionally, there are some jointly addressed / overlap in role responsibility with Risk Management related to some benefit and wellness programs. The following table summarizes the major functional areas with the central HR function:

Program Area	Description of Services
Administration	<ul style="list-style-type: none"> • Oversight of all HR programs, policies and practices. • Development of policies, procedures and standard operating practices.
Personnel Services (Employment / Employee Relations)	<ul style="list-style-type: none"> • Responsible for the administration and oversight of the overall employment function including recruitment, selection procedures, and onboarding. • Maintains position classification system and handles all reclassification requests. • Department and employee support regarding employment related issues, concerns and questions. • Oversees promotional selection, testing and administration. • Coordinates efforts of HR Officer/LR Officer positions within operating departments.
Benefits & Insurance	<ul style="list-style-type: none"> • Oversight and administration of unemployment claims for the City of Albuquerque. • Health insurance program oversight and administration. • Provision of wellness programs. • Assists employees with benefit related questions, eligibility issues, and concerns.

<p>Public Service University</p>	<ul style="list-style-type: none"> • Oversees Citywide training program effort. • Developed and implements supervisory training program. • Assists departments with evaluating training / process change needs and recommending training programs, as needed. • Develops, oversees, and administers various citywide training programs. • Oversees Albuquerque Public University program.
<p>Analysis and Discussion:</p> <p>The level of top administrative positions in the Human Resources Department exceeds that seen in some other departments of much greater size. HR currently has a director and two deputy director positions – interestingly, the two deputy director positions are at different pay levels. The project team recommends that the HR department restructure to have a single Deputy Director, at a level comparable with other Departments, and the alternative classification be eliminated. The position eliminated should be reclassified as a Division Manager position, resulting in cost reduction of approximately \$20,000 overtime.</p> <p>The project team, as addressed in the chapter covering cross-departmental issues, is recommended a more centralized approach to the provision of core human resources services including initial application screening (i.e., meets minimum qualifications), and provision of labor relations services. The level of inconsistency provided in these two areas were identified as the most common level of dissatisfaction with services provided by the Human Resources Department – though recent service level improvements have been noted. To accomplish, this the project team is recommending that the position of Personnel Officer / Senior Personnel Officer (and similar titles) that spend the vast majority of their time on dedicated HR functions should be transferred to the Human Resources Department) and continue to be allocated to support specific departments.</p> <p>As also noted in the Financial and Administrative Services Department chapter, a greater coordination and centralization of key programs including Safety Programs, Wellness Programs, and ADA, FMLA, and similar efforts should be centralized within Human Resources once the centralization of the core recruitment and selection efforts are completed.</p> <p>The Department is also responsible for handling human rights complaints and issues including fair housing and employment claims in the private sector related to discriminatory treatment. These functions do not belong within the Human Resources Department and should be relocated within the City organizational structure – to the Legal Department.</p>	

Recommendations:

- Human Resources should be restructured with a single Deputy Director position. The alternative deputy director position should be eliminated.
- The provision of core Human Resources services (such as recruiting, screening, selection) should be centralized within the Human Resources Department by transferring Personnel Officer and Senior Personnel Officer positions to Human Resources. These positions should continue to be allocated to support individual departments.
- Responsibility for Human Rights complaints and cases should be transferred to the Legal Department.

HUMAN RESOURCES DEPARTMENT

Service Delivery Evaluation

Issue:

Are operations within the Human Resources divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

The City of Albuquerque has a very comprehensive Human Resources program that is generally centralized. However, there are key functions performed outside of the HR Department that have been identified for long-term centralization within the Human Resources Department. There are several key issues that should be addressed to improve operational practices within the HR Department and better support the operating departments.

Analysis and Discussion:

There are a few additional areas where Human Resources could develop additional support services that would enhance

the organization overall, several of these are noted in the best management practices and are items known to the Human Resources staff. The most critical items to be addressed to improve HR services to the organization are summarized in the following bullet points:

- HR should develop guidelines for implementation of Deputy and Assistant Director position (and other key managerial positions) to ensure a consistent approach across the organization.
- Of particular note in our review were concerns noted related to the City's classification and compensation approach. The City needs to conduct a comprehensive classification and compensation study to implement consistency across all organizational units and ensure salary is commensurate with skills and job duties. The system implemented should focus on the following points;
 1. Internal equity among positions;
 2. Establishment of career progression opportunities (i.e., Senior positions that can be attained based upon defined experience and demonstrated competencies). For a small organization, it is important to have the ability to maintain highly skilled staff.
 3. Clearly defined criteria for assigning individual positions to salary ranges; and
 4. Utilization of broader position classifications to reduce the number of specific job descriptions that must be maintained.
- Performance targets should be implemented for key HR functions (recruitment, selection, on-boarding) results in unmet expectations from operating departments. The adoption of performance targets will enable staff to measure internal performance and monitor trends over time.
- Greater consistency in LR support / advice is needed. The level of staffing allocated to labor relations support to operating departments must be increased. Periodic training sessions should be implemented to ensure all managers and supervisors understand the personnel rules and collective bargaining agreements.
- The Human Resources Department should streamline the grievance and appeal process. Currently employees have a choice of venue that prevents a consistent approach in handling employment disputes. Employees should not have an option of which appeal board to utilize.
- Enhanced training must be provided to departmental staff responsible for the entry of payroll changes and position changed. There are internal control issues that have been identified where some temporary upgrades and pay

can be approved without HR approval or knowledge.

- Following centralization of the Human Resources staff into HR, the Department should be responsible for conducting all initial screening of applications to determine whether applicants meet minimum qualifications.
- The Human Resources Department should take lead responsibility for developing, in conjunction with other Departments, an employee performance evaluation system that provides for annual evaluation, development of goals and objectives, and training plans for all employees within the organization. Longer-term, these evaluations should be linked to annual pay increases.

Recommendations:

- **HR should develop guidelines for implementation of Deputy and Assistant Director positions (and other key managerial positions) to ensure a consistent approach across the organization.**
- **The City should undertake a classification and compensation study to address internal and external equity issues. A key goal of this effort should be to reduce the number of unique classifications that must be maintained.**
- **Performance targets should be implemented for key HR functions (recruitment, selection, on-boarding) results in unmet expectations from operating departments. The adoption of performance targets will enable staff to measure internal performance and monitor trends over time.**
- **Greater consistency in LR support / advice is needed. The level of staffing allocated to labor relations' support to operating departments must be increased. Periodic training sessions should be implemented to ensure all managers and supervisors understand the personnel rules and collective bargaining agreements.**
- **The Human Resources Department should streamline the grievance and appeal process. Currently employees have a choice of venue that prevents a consistent approach in handling employment disputes. Employees should not have an option of which appeal board to utilize.**
- **Enhanced training must be provided to departmental staff responsible for the entry of payroll changes and position changed. There are internal control issues that have been identified where some temporary**

upgrades and pay can be approved without HR approval or knowledge.

- Following centralization of the Human Resources staff into HR, the Department should be responsible for conducting all initial screening of applications to determine whether applicants meet minimum qualifications.
- The Human Resources Department should take lead responsibility for developing, in conjunction with other Departments, an employee performance evaluation system that provides for annual evaluation, development of goals and objectives, and training plans for all employees within the organization. Longer-term, these evaluations should be linked to annual pay increases.

HUMAN RESOURCES DEPARTMENT

Technology Evaluation

Issue:

Does the Human Resources Department appropriately utilize technology to support their operations?

Current Situation:

The City's current use of technology to manage the human resources effort is significantly limited. There is not a well functioning HRIS system in place and available modules within the City's ERP have not been implemented or activated to enable further automation of key HR tasks.

Analysis and Discussion:

Like many other Departments, many key duties performed within this Departments are conducted without benefit of having in place active and working modules on the City's ERP. This is particularly problematic for the Human Resources function as data within the HRIS and employee management modules should directly link with payroll modules, payments modules, and actively share data.

The City of Albuquerque should utilize other features of the ERP software to automate processes, program administration, and provide consistent approaches across all departments in employee support and servicing. For example, the software provides as components of its offerings, functionality in the following areas:

- Personnel Management
- Time and Attendance
- Performance Appraisal Management
- Benefits Management
- Compensation Management
- Safety Management
- Leave Administration
- Training Administration
- Applicant Management

The key modules / functionalities that are most needed within the HR Program and should be given priority within the system for implementation include:

- Personnel Management – specifically position control for all City positions within the HRIS module.
- Classification and compensation management module.
- Benefits administration module – covering all benefit programs including health and including on-line employee self-service.
- Application Management - Application submission (including electronic and online), qualification determination and electronic processing within the HRIS.

The Human Resources staff should make it as a highest priority the development of a realistic plan, in conjunction with IT, for implementation of the available ERP modules and options that will enable further automation of key HR programs and services with initial focus giving highest priority to position control and recruitment / selection.

Greater utilization of these modules, or an alternative software system that integrates with the City's ERP would significantly automate many of the personnel functions performed by the City's HR staff. Of particular note, the HR department should work with Finance and IT staff to fully implement the time and attendance module for all City staff. This would eliminate the fragmented efforts that are underway in selected departments to implement Kronos as the payroll solution – this should be either standardized Citywide or the ERP module implemented. This will decrease the time required to process payroll.

Recommendations:

- **The Human Resources staff should make it as a highest priority the development of a realistic plan, in conjunction with IT, for implementation of the available ERP modules and options that will enable further automation of key HR programs and services.**
- **If key features are not available within the ERP and alternatives must be sought, a high priority should be placed on a system that can fully integrate with the ERP system.**

12. LEGAL DEPARTMENT

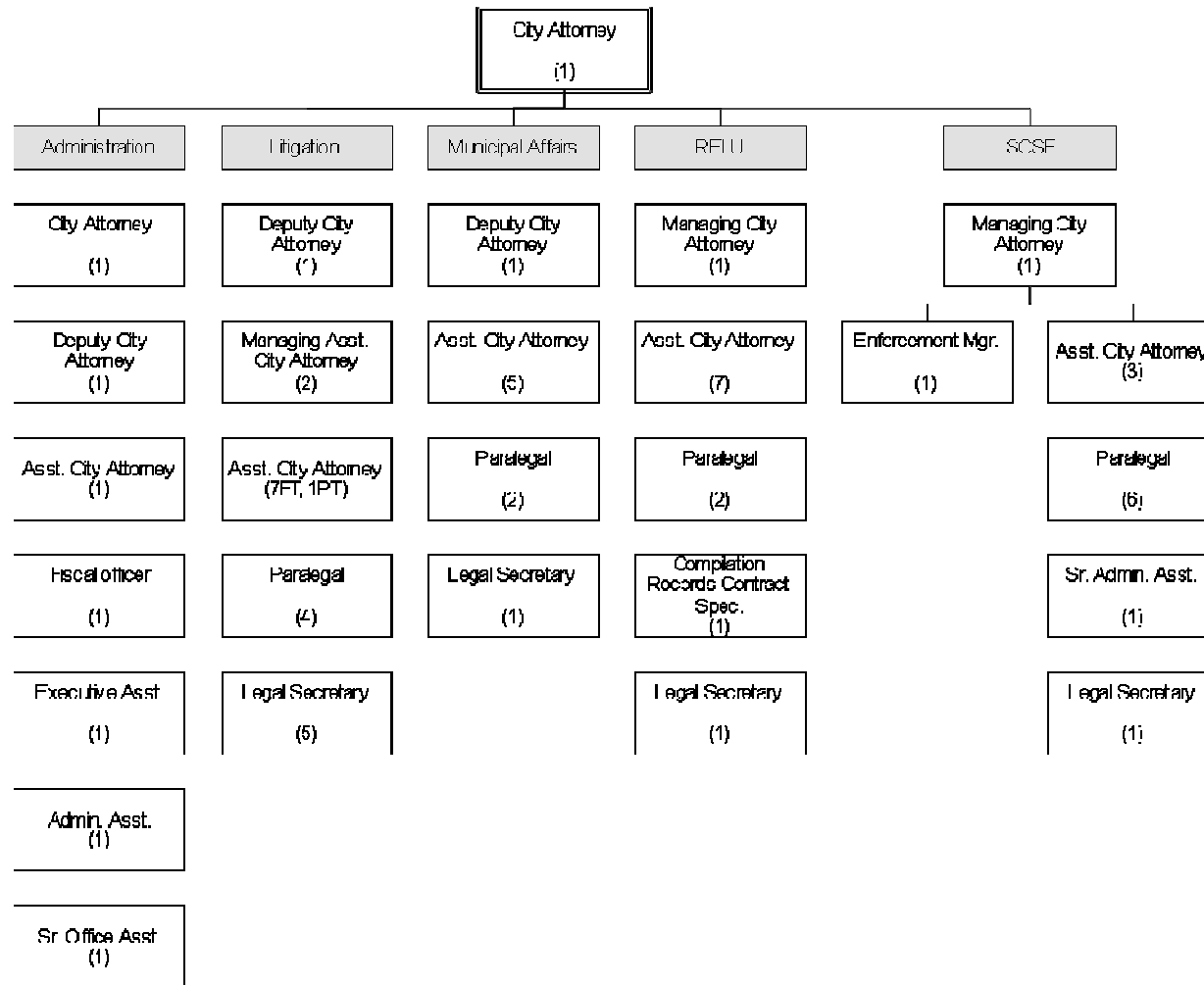
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Legal Department.

1. DEPARTMENT SUMMARY

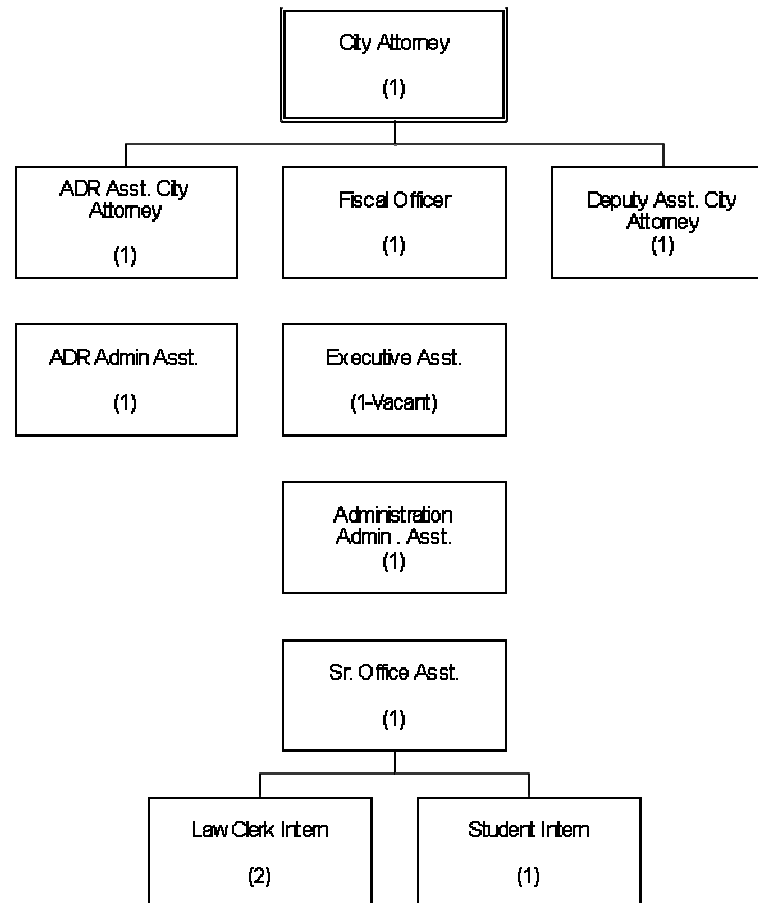
The Legal Department provides comprehensive legal services to the City of Albuquerque organization including representing the City's interests before all courts, administrative bodies and tribunals; handling the civil lawsuits filed against the City; advising City Departments on handling employment liability; overall legal risk management; and representing City in land use and civil rights matters. Additionally, the City Legal Department oversees the City's safe city strike force. The Legal Department has a total of **56 positions** budgeted in FY/12, a decrease of 4 positions from the original FY/11 budget. The Legal Department's FY12 budget is \$5,473,000 (\$4.5M personnel, \$.76M operating, \$.16M transfers).

The overall Legal Department is composed of the following organizational units with the total number of managerial staff positions shown.

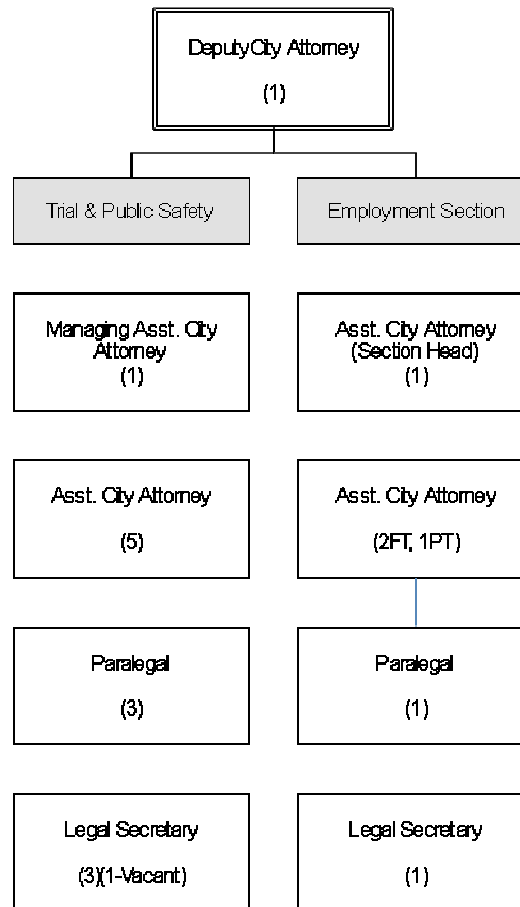
LEGAL DEPARTMENT Overview



LEGAL DEPARTMENT
Administration Division



LEGAL DEPARTMENT
Litigation Division



Note: Includes all attorney positions reporting to the City Attorney even if funded by operational department.

LEGAL DEPARTMENT
Municipal Affairs Division

Deputy City Attorney
(1)

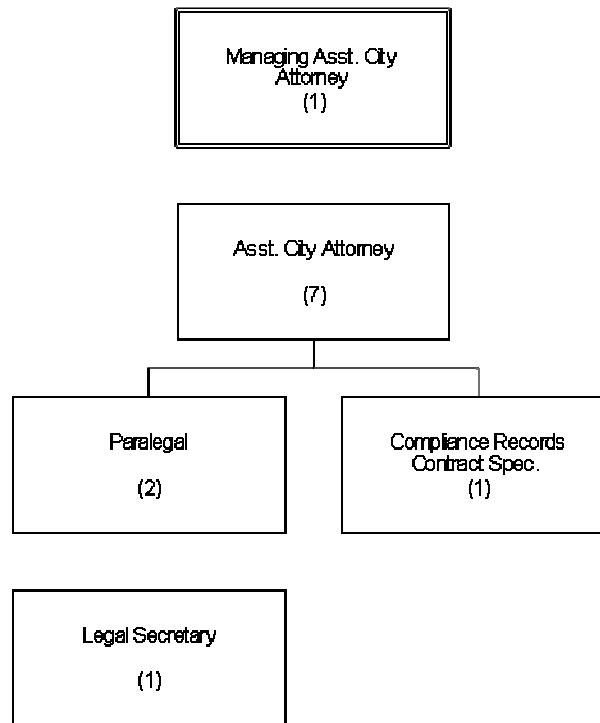
Asst. City Attorney
(5)

Paralegal
(2)

Legal Secretary
(1-Vacant)

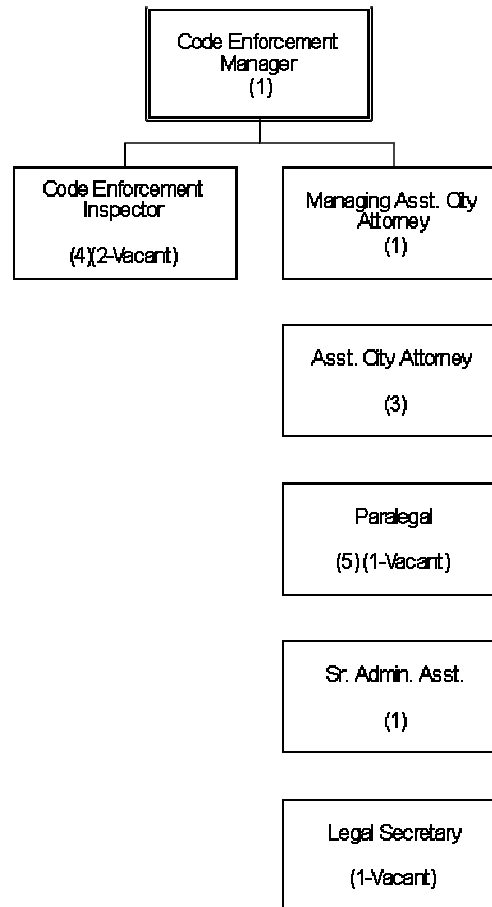
Note: Includes all attorney positions reporting to the City Attorney even if funded by operational department.

LEGAL DIVISION
Real Estate – Land Use Division



Note: Includes all attorney positions reporting to the City Attorney even if funded by operational department.

LEGAL DEPARTMENT
Safe City Strike Force Division



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Legal Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Support and paralegal staff is at 0.75 full-time equivalent per attorney or less.		√ (even when SCSF excluded)	
The City Attorney personnel are participating in continuing legal education to ensure that legal licenses are not jeopardized.	√		
The City Attorney's Office conducts an annual client satisfaction survey.		√	
Annual reviews are conducted of legal issues with each department head and their management team.		√	
The City Attorney's Office interacts regularly with the City's risk manager to reduce risk and to address potential exposure.	√		
An annual litigation report is presented to the City Council, Mayor, and executive team.	√		
Contracts are centrally managed, tracked, and reviewed with departments.	√ (but not in Legal)		

Best Management Practice	Yes	No	Unk.
Have standard forms and agreements been developed by the City Attorney for use by operating departments?	√		
Case by case evaluation of the use of outside counsel to provide legal work on a cost effective basis.	√		
Is there a formal referral/bidding process including selection criteria for awarding legal matters to outside counsel that provide the most cost-effective services?	√		
Is a workflow management system is utilized to track requests for opinions, claims, etc.?	√		
The Legal Office has employed applicable best practices employed by private sector firms to improve operations (including implementation of Office Manager, performance measures for case loads and case results, establishment of legal billability targets, etc.)		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Legal Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Legal Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the City Clerk's Department?	The Legal Department is appropriately allocated within the overall organizational structure of the City.	n/a
	The Department should implement an Office Manager position to oversee overall Department operations and provide direct administrative services to the City Attorney. These are currently placed on the Fiscal Officer who has a workload in excess of what can reasonably be expected of a single position.	\$65,000

Issue	Analysis and Recommendations	Cost / (Savings)
	The City Safe Strike Task Force administration should be transferred to Code Enforcement for overall program administration.	n/c
Are operations within the Legal Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology appropriately utilized?	The City Attorney should develop case workload and “billability” targets for attorneys and paralegals to enable evaluation of workloads across all legal units / staff. Quarterly and annual performance reports should be developed	n/a

4. DISCUSSION OF ISSUES

LEGAL DEPARTMENT

Organizational Structure and Staffing

Issue:

Is the Legal Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

The following table summarizes the overall organizational structure of the Legal Department and the major duties performed within each functional area:

Program Area	Description of Services
Legal Services	<ul style="list-style-type: none"> Provides full range of municipal legal services to the City of Albuquerque organization including litigation support, liability and employment related support and defense, legal risk management, and defense of land use and civil rights cases. Attorneys are allocated to each of the major functional areas of the City's operations to support Departmental operations and enable staff to specialize. Internally within the Department, the Legal Department has the following divisions: Administration, Litigation, Municipal Affairs, and RELU
Safe City Strike Force	<ul style="list-style-type: none"> Targets properties that have been identified as extreme nuisances to the community. Initiates graffiti vandalism lawsuits. Pursues DWI vehicle forfeitures as part of nuisance abatement efforts. Oversees traffic court arraignment program which has reduced need for police officers to be present at traffic arraignments.

Analysis and Discussion:

The overall organizational structure of the Legal Department is appropriate and it is appropriately located within the organization. One internal organizational structure that should be addressed is the level of administrative support provided to the City Attorney. At the present time, the City Attorney does not have an assigned executive assistant – this position was eliminated to provide additional administrative support to the operating units within the Legal Department. The Fiscal Officer has assumed a wide range of administrative tasks to support the City Attorney in addition to the fiscal duties allocated to her. Longer-term, the City Attorney should add an Office Manager position to handle a majority of these office administrative functions in a more timely manner, serving as an Office Administrator would in a private law firm, and providing administrative, fiscal and executive secretarial support to the City Attorney. This will ensure that the fiscal affairs of the Department are handled in a timely and effective manner. The workload placed on the current fiscal position to handle and oversee both internal financial duties plus handle general administrative service is more than one individual can realistically handle effectively long-term. Some divisions of the office have had access to services (i.e., court reporters, stenographers, etc.) denied due to untimely payment of invoices. Estimated costs of this position would be \$65,000 annually. In total, there are only five administrative positions within the Legal Department.

For the Department as a whole, the level of administrative support positions in relation to the number of City attorney's exceeds the noted benchmark of .75 paralegal / administrative staff per authorized attorney position. Even excluding the safe cities strike force unit (which has extensive administrative staff), the ratio of attorney to staff positions exceeds 1.05.

The Safe Cities Task force has been an effective tool within Albuquerque in addressing neighborhood issues and has been a joint effort of various Departments, including Legal, Police and Planning / Code Enforcement. Given the nature of the services provided, the relocation of this function to the Planning Department / Code Enforcement department enables a more direct focus on code compliance issues and more closely aligns this service with similar code enforcement efforts. As with other organizational issues, the legal staff would remain reporting to the City Attorney but be assigned to the Department for operational support.

Recommendations:

- **The Legal Department is appropriately allocated within the overall organizational structure of the City.**

- The Department should implement an Office Manager position to oversee overall Department operations and provide direct administrative services to the City Attorney. These are currently placed on the Fiscal Officer who has a workload in excess of what can reasonably be expected of a single position.
- The City Safe Strike Task Force administration should be transferred to Code Enforcement for overall program administration.

LEGAL DEPARTMENT Service Delivery Evaluation

Issue:

Are operations within the Legal Department's divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered? Is technology effectively utilized?

Current Situation:

The Legal Department is organized by specialty areas, including: Administration, Litigation, Municipal Affairs, and RELU. This enables staff attorney's to specialize within unique functional areas. Additionally, the Legal Department has established allocation of staff attorneys to major operating Department's to provide a single point of contact for legal requests from the department and enable assigned staff attorneys to learn the unique operating characteristics and service demands of their assigned department.

Analysis and Discussion:

The internal organizational structure of the operation is appropriate and typical for municipal legal operations. The Department has effectively allocated specific individual attorneys to assist individual departments with their operational legal needs. This approach has generally ensured timely access to legal resources and the ability of attorneys to develop expertise within specific municipal functional areas (which is especially important for some highly technical and regulated

operations such as Environmental Health, Aviation, etc.). This approach should continue.

However, to effectively manage legal resources and ensure workloads are allocated appropriately across all attorneys, the City should develop caseload and “billability” targets for key legal services and activities to provide the ability to evaluate attorneys across the organization. Key performance measures tracked should include active cases, case closure rates (by type), hours per case (varying by type), etc. These targets will enable effective evaluation of the overall workload requirements of the Department both by attorney, and by case type. This information will be useful for making determinations regarding additional resources needed through contractual services and/or determinations of whether a case should be handled internally or externally.

Recommendations:

- **The City Attorney should develop case workload and “billability” targets for attorneys and paralegals to enable evaluation of workloads across all legal units / staff. Quarterly and annual performance reports should be developed.**

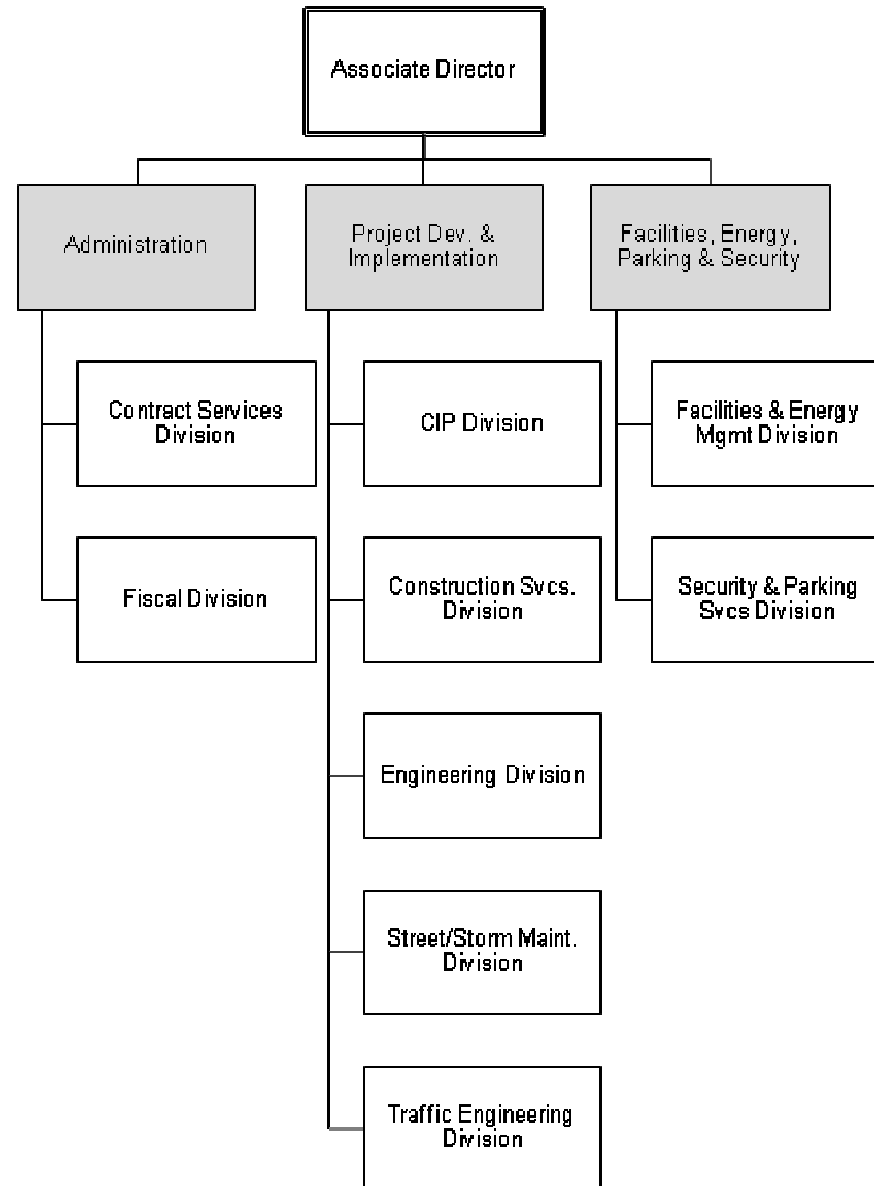
13. MUNICIPAL DEVELOPMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Department of Municipal Development.

1. DEPARTMENT SUMMARY

The Department of Municipal Development (DMD) has two primary roles: implement public infrastructure and oversee the security and maintenance of City facilities, including parking. The Department oversees the security and maintenance of city facilities, including the operation of Isotopes Stadium; provides the operation and maintenance of city streets, storm drains, and traffic signals; as well as performs development and design of capital infrastructure for streets and storm drainage. The Department assures that capital projects will be completed efficiently and in a timely manner with high quality standards. The Parking Division manages several parking structures and lots, providing maintenance and repairs of facilities, attendant services and customer support. The division further oversees parking enforcement services and parking meter operations including revenue collections, installations, and repairs.

The overall Department of Municipal Development is composed of the following organizational units.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations such as the, American Public Works Association, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following best practices performance check-list is provided upon which the Department of Municipal Development can further evaluate itself. These are the broadest best practices generally encompassing the entire Department. Operationally specific best practices will be discussed further in subsequent sections. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
All core business services provided by the Department are fully centralized within that department to capture economies of scale.		√	
The department maintains and publishes a clearly written plan for capital asset development, rehabilitation and/or renewal.	√		
Goals, objectives, and performance measures have been developed to provide a guide for decision-making, link departmental actions to the broad goals of the City Council, and define what resources ought to be allocated to what services.	√		
Management information systems are in place to assess and evaluate whether services are being properly managed and whether objectives are being met. Service assessments are routinely completed.	√		
An effective Capital Improvement Program and asset management system has been installed that includes an inventory of infrastructure and assets to be maintained, a computerized maintenance management system, condition assessments, replacement and rehabilitation strategies, and sustainable funding levels for rehabilitation and replacement.	√	√	

Best Management Practice	Yes	No	Unk.
An effective and formal storm water quality program has been developed to address storm water runoff and other environmental impacts.	√		
An effective and formal floodplain management program has been developed to manage the response to severe storms and assure an effective and timely response.	√		
An activity-based costing system is utilized.			√
Customer satisfaction with Department services is routinely monitored and satisfaction with those services is generally high.	√		
Management information systems are in place to assess and evaluate whether Department services are being properly managed and whether objectives are being met.	√		
Departmental training needs have been evaluated and identified; a training strategy has been developed, including a management and supervisory development program.	√	√	
A departmental employee handbook has been created that consolidates the department's policies, procedures, values, mission, and a summary of significant working conditions and benefits.		√	
An employee performance management system has been created that is linked to the department's core objectives.	√		
Policies and procedures are documented.	√		
A formal safety program is in place that includes training, guidance documents and operational procedures, all of which are prominently posted.	√		
The extent of administrative support staff is reasonable given the size and scope of the department.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Department of Municipal Development. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Are present operational practices and attendant staffing levels generally appropriate given the types and magnitude of infrastructure maintained?	Given the multiple services performed by DMD and their order of magnitude, a comprehensive review of services is not possible. Nevertheless, the provided best-in-class performance check- lists can prove extremely valuable for staff to conduct an internal performance review initiative. In the mid-term, address the 300+ item performance evaluation check-list to determine the Department of Municipal Development's stance compared to best-in-class standards.	None
What are important organization and management issues that deserve further attention?	Re-evaluate the practice of support service positions (e.g. IT specialists, finance specialists, payroll, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.	Depends on scope of implementation
	Consider centralization of all facility maintenance functions, security functions, and planning and design functions in one department (e.g. Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.	Depends on scope of implementation
	The City has further opportunity to utilize contracting services and should embrace a "managed competition" concept. Where practical, the City should explore contract service opportunities for functions that are regularly contracted by municipalities. This include coinage (meter) collection and counting, security, janitorial, etc.	Reduced net expenses

4. DISCUSSION OF ISSUES

DEPARTMENT OF MUNICIPAL DEVELOPMENT

Staffing and Operations

Issue:

Are present operational practices and attendant staffing levels generally appropriate given the types and magnitude of infrastructure maintained?

Current Situation:

The Department of Municipal Development performs a variety of functions summarized by the following bullet points:

- The Capital Implementation Program has responsibility for specific functions related to capital planning and improvements, including: design and/or construction of certain projects; development support of City Parks; advisory responsibility for the selection of certain contracts; planning and implementation of Public Art projects; and development of special projects (e.g. Impact Fees), General Obligation Bond Funds, Enterprise Funds, Quality of Life Funds, and Other Funding Sources. Overall, the Department provides various core and traffic engineering, inspection, surveying, planning and construction services so the City has adequate streets, storm drainage, on-street bikeways and paved biking trails.
- The Construction functions provide construction administration and inspection services for the City's public funded construction projects and in-house on-call construction contracts as well as State Funded CIP projects. This section is also responsible for managing and processing reimbursement requests for the State Funded projects from the State. Staff are further responsible for coordinating most activities conducted in the public right-of-way, including issuance of barricade and excavation permits, inspection of all barricaded sites, approval of parades and other special events conducted in City Streets, and distribution of Traffic bulletins to the local news media outlets.
- The DMD provides street maintenance, signage, markings, street lights, and the coordination of traffic signals and control devices, so that the flow of motorized, non-motorized and pedestrian traffic is safe and efficient. The Department maintains the storm drainage system so that flooding is mitigated.

- The DMD provides facility maintenance and management, energy management and security services for most City buildings including fire stations, police stations, senior centers, Pino Yards, LEC, Plaza Del Sol, and Isotopes Park; provides security services for transit facilities, Solid Waste, BioPark, parking structures, Balloon Museum, Albuquerque Museum, and Tingley Beach so that residents, visitors, and city employees have safe, well maintained, and productive environments while at city facilities.
- Provide parking opportunities, parking enforcement and collection opportunities, largely in downtown, to support downtown economic development and provide parking so that employment and customer needs are met.

Analysis and Discussion:

While the introduction of this chapter captures a few primary best practices for the Department of Municipal Development, this only illustrates a very small number of best practice approaches. Given the multiple services performed by DMD and their order of magnitude, a comprehensive review of services is not possible. There are far more exhaustive performance-related check-lists against which an organization such as DMD can measure itself. As noted earlier, in operationally focused studies that the project team has conducted we are able to address each of these performance related questions in some detail; such an effort is beyond the scope of this city-wide study. Nevertheless, these lists can prove extremely valuable for staff to conduct an internal performance review initiative. To that end, the following comprehensive performance check-lists are provided by major functional area upon which the Department can evaluate itself. Ultimately, a best-in-class organization should be able to answer each one of these performance questions in the affirmative. This, of course, entails the necessary management, fiscal and political support to make such initiatives a reality.

Engineering Performance Evaluation Checklist (Yes / No)

A five-year capital improvement program has been developed and adopted by the City Council.
A five-year capital improvement program clearly identifies the goals, priorities, and expected outcomes of the program.
A formal written capital improvement program prioritization process has been developed for the five-year capital improvement program.
A list of deferred capital projects is presented within the five-year capital improvement program.

	Capital project proposal packages are developed that present needed information in a consistent format and with adequate depth.	
	When necessary, capital projects are proposed and budgeted by phase. This applies to large, multi-year projects that require significant community and stakeholder input or projects with limited funding or significant regulatory requirements.	
	Staffing requirements for all of the capital projects in the first year of the five-year capital improvement program have been identified.	
	Engineering has a systematic and formal process in place to determine whether an “alternative delivery” approach (e.g., Design-Build, Design-Build-Operate, Construction Management [CM] at Risk, self performed construction, and other strategies) or the traditional Design-Bid-Build model would be most appropriate for increased quality and / or reduced cost for each project	
	The Staffing for the design and inspection of capital projects uses a resource loading approach (to avoid exceeding or underestimating staff capacity over a six to twelve month period) based on established guidelines.	
	Engineering has a clear design outsourcing strategy that focuses on core competencies and the continuity of the workload.	
	Engineering has developed a fully documented / written capital project delivery approach and structure. This approach and structure clearly establishes how projects should be executed, including the roles, responsibilities, and measures of performance for all parties involved. This process should include not only individuals in Engineering, but the ultimate “owner” of projects as well as any key support individuals or units.	
	Different project control system is utilized for small capital projects than large i.e., use of standard designs, streamlined bidding process, site visits to equipment vendors, use of preferred construction vendors.	
	Feasibility studies are completed prior to defining budget and scope for large capital projects.	
	Capital projects are scoped and cost estimates developed before the commencement of design.	
	A project manager is assigned to the management of the design, construction inspection, and construction management of capital improvement projects.	
	Project managers are responsible for capital improvement projects from “cradle to grave”, with the authority, expertise, and responsibility to keep capital projects within budget and on schedule for project development, design, construction inspection, construction management, and closeout.	

	Standard design criteria (such as minimum grades for pipelines, maximum manhole spacing, etc.) have been established in writing.	
	An automated project management system has been acquired, and all of the engineering staff have been trained in and utilize the system.	
	The design consultant selection is qualification based.	
	An annual RFQ solicitation is used to develop an on-call list of pre-approved consultants.	
	A pre-qualification process is utilized for selecting consultants and contractors for large and complex projects.	
	Design of capital projects are accomplished on a 2D CAD system.	
	Authority has been delegated to the Department Director to approve low dollar consultant and construction contracts.	
	A consultant rating system is utilized that identifies and evaluates the quality of consultant performance.	
	The location of capital projects are portrayed in the City's GIS system and on the department's web site.	
	Designers are required to develop a formal written project plan and schedule prior to the commencement of design.	
	The capital project plan and a project schedule are reviewed with customers / stakeholders before the commencement of design.	
	When engineering design is provided for special revenue funds, internal service funds, or enterprise funds, the costs of design are charged to those funds.	
	"Billability" targets have been set for the amount of hours that engineering staff charge to design and inspection of capital improvement projects and management monitors their success in meeting these guidelines.	
	A Gantt chart schedule has been developed for capital improvement projects for a two to three year period that shows start and finish dates for projects.	
	There are clear, easily read capital improvement project status reports that match the level of detail needed by the expected audience.	

	The customers receive quarterly project updates that contain status, schedule, task/time assessments, budget update, program update, potential problems, and critical issues.	
	Engineering has clearly identified and defined its customers, established formal methods for communication with them, actively solicits feedback from them, and incorporates their feedback, as appropriate, into its activities to support project-specific goals and objectives.	
	Engineering has established formalized partnerships with the “owners and operators” of the facilities it delivers, i.e., Parks and Recreation Department. Engineering has formalized the partner expectations by partner segment and tracks results relevant to the expectations to assure that Engineering is meeting and/or exceeding the requirements of its partners.	
	A project cost accounting system is utilized to enable comparisons of planned versus actual staff hours for the design and inspection of capital projects.	
	Project managers have access to the automated financial management system to monitor the actual versus planned design, inspection, and construction costs for capital projects.	
	Engineering ensures that staff responsible for delivering capital projects are competent in performing their current and future project assignments. Engineering has established competency criteria for all key project management functions and activities, e.g., years of experience, professional certifications, education, and demonstrable capabilities in performing technical, engineering, and project management work from entry to advanced level. Engineering monitors training requirements for its staff, develops budgets and schedules to allow sufficient training, and maintains records of training and other professional development. These training activities are coordinated with Human Resources so that their training activities are complementary.	
	Quality control and evaluation mechanisms (e.g., final report) have been developed at the completion of capital improvement projects to enhance learning and correction of problems.	
	A formal value engineering study is completed for projects larger than \$1,000,000.	
	Engineering uses standard forms for RFI's, change orders, pay applications, field clarifications, minutes of meetings, etc.	
	Engineering completes formal written post-project reviews for lessons-learned.	
	For all major capital project management and inspection activities, Engineering has developed measures or benchmarks to establish goals for project quality, time, costs, and customer satisfaction. Specific metrics have been developed to measure performance against project goals such as percent of projects on budget and schedule, size and number of change orders, and other key industry metrics.	

	Up-to-date standard specifications are available that is easy for staff to interpret and understand, includes an index to make Engineering use of the standard specifications easy to locate.	
	30% / 60% / 90% reviews of the design of capital improvement projects are conducted by Construction Management.	
	A formal written change order process is in place that defines all forms and methods necessary to finalize change orders.	
	Change order authority has been appropriately delegated to the City Engineer and the Department Director for change orders up to the change order contingency.	
	A change order contingency of 15% is set-aside at the start of a project.	
	A formal dispute resolution process is included in all contract agreements.	
	Inspector positions utilize automated input devices to record inspection results or display inspection history while in the field.	
	Inspector positions assure off-site compliance with NPDES requirements and City-Adopted best management practices to mitigate the impacts of construction on stormwater quality.	
	The Inspector positions and project manager make the final walk through of the project to develop a punch list of clean up items for the construction contractor.	
	After completion of the project, the construction contractor is required to complete as-built drawings.	
	Nine months after substantial completion, the Inspector positions contact all applicable City Departments notifying them that the warranty period is expiring and any outstanding deficiencies should be reported.	
	Engineering has developed a systematic and formal method for incorporating constructability reviews from both internal and external industry experts, and operability reviews involving the future project "owners" e.g. the Parks and Recreation Department. There is a systematic and formal method to incorporate lessons learned and feedback on completed projects into future projects.	
	Staffing for inspection of capital projects and private development projects are based upon relevant guidelines.	
	A pre-construction conference is conducted at the beginning of each capital project construction contract. The prime contractor, pertinent subcontractors, the project manager, and inspector attend this conference.	

	The Inspector positions are responsible for checking and verifying the contractor's application for progress payment, and forwarding a recommendation of approved pay request to the project manager for payment.	
	Inspector positions make the initial analysis of change order requests for capital projects.	
	The Inspector positions maintain a personal project diary, prepare daily reports, and keep accurate records of change orders, correspondence, progress payments, shop drawings, project mix designs, material tests, samples and approved traffic control plans.	
	The Inspector positions verify the adequacy of construction survey and staking to ensure the work is correct including reviewing a sample of survey notes for grading, measurement of pay quantities, etc.	
	The Inspector positions schedule all testing with the contracted materials testing firm under current contract with the City and review the results of these tests.	
	Newly constructed storm water mains are required to be videotaped before acceptance.	
	Newly constructed sanitary sewer mains are required to be air tested, flushed and cleaned, and videotaped.	
	The contractors furnish product data, mix designs, shop drawings, material certificates and samples in sufficient detail to show complete compliance with all specified requirements.	
	The Inspector positions are given a copy of all approved submittals and shop drawings. During the construction phase, the Inspector verifies the products delivered to the project match the approved submittals.	
	The Inspector positions are required to develop communication plans for the public for capital projects including the provision of notices to the public living in the project area regarding the project.	
	Inspector positions track warranty requirements and start and completion dates.	
	An automated permit information system is utilized to (1) accept and issue engineering permits and plan review comments; (2) assure the status of each submittal is visible during the plan check process; (3) manage the processing time for engineering permits; (4) provide a database of engineering permits; (5) enable all of the departments/divisions involved in the engineering development review process to enter and retrieve data; and (6) facilitate customer service through access to the internet to enable customers to submit routine engineering permit requests.	
	A one-stop shop exists for submittal of all of the City's development review plan applications; engineering applications are submitted at the City's "permit counter." Engineering staff are available at the City's permit center.	

	The extent of development review applications deemed incomplete by Engineering after the initial application review is no more than 25% to 33% of initial submittal.	
	Engineering development review applications are checked at the counter upon submittal for initial completeness and rejected if missing basic items.	
	Cycle time objectives for the processing of the development review applications by Engineering have been established for the various types of permits processed by Engineering.	
	A monthly report is generated reporting actual vs. planned performance against these cycle time objectives	
	Decision-making authority has been appropriately delegated to the staff of Engineering for the approval of low exposure/low impact engineering applications and permits.	
	Engineering permits are processed using a concurrent process. Engineering permit applications are distributed simultaneously to all of the departments/divisions for engineering permit plan review.	
	Engineering utilizes a case management system to manage the length of calendar time required for processing of engineering permits. The system includes the exercise of authority by Engineering's case manager with the other departments/divisions to resolve delays in completion of plan checks.	
	Engineering fully recovers the costs of its development review including direct and indirect costs.	
	Engineering projects future workload and staffing needs based upon "in-progress" projects recognizing that large projects may span several years and revenues received upon application are designed to cover future work also.	
	The City annually conducts a cost of service analysis to update the costs of providing development review services and update the fees.	
	Engineering permit processing checklists have been developed for the various types of submittals to enable the staff to focus their attention on the relevant aspects of permit application and assure uniformity among staff. These checklists are available on Engineering's web site.	
	An inter-departmental development review committee is utilized to coordinate the review and consideration by staff of the development review permits applications.	
	The City's survey records are available to the public on the internet.	

Traffic Engineering / Transportation / Traffic Signals / Street Lights Performance Evaluation Checklist (Yes / No)

The street light bulbs used in the light fixtures are high-pressure sodium.

Signalized intersection streetlights are inspected for “burnouts” once a year.

The City owns its streetlights.

The number of staff required for street light maintenance and repair approximates 6,500 streetlights per technician.

Traffic signals at critical intersections have a UPS (uninterruptible power source).

The City has implemented an Intelligent Transportation System technology.

All of the traffic signal lamps have been converted to LED (light emitting diodes).

The number of staff to maintain and repair traffic signals approximates one technician per 30 to 40 signalized intersections.

Signal Technicians are encouraged to keep skill levels current through financial incentives to obtain IMSA certification.

Traffic signal cabinets are preventively maintained once a year including performing the input/output test, cleaning the cabinet, checking detectors, testing the conflict monitor, and a visual inspection.

Traffic signal heads are preventively maintained once a year including re-lamping for yellow lamps, cleaning the lens and reflectors, checking the head alignment, and painting the poles, mast arms, and control cabinets.

All traffic signals are reviewed by an engineer and their signal timings updated once every three years.

The City has coordinated their traffic signals along all major corridors. These timing plans are updated on a rotating basis with two corridors reviewed per year by an engineer.

The City has a traffic signal technician available for signal malfunctions 24/7. They can be dispatched by Emergency Services or the automated traffic signal monitoring system. They should acknowledge receipt of a callout page within 15 minutes and respond to the trouble call within 1 hour.

Meets a performance objective of keeping the number of signal malfunctions to no more than 1 per signal per year.

	Reviews traffic signal, striping, and traffic control plans in a timely manner.	
	Tracks, reviews, and responds to signalized intersection complaints within a specified time frame.	
	Evaluates traffic study requests, complaints, and suggestions for traffic safety improvements in a timely manner.	
	Identify the top 10 High Incidence Locations throughout the City to help identify opportunities to mitigate traffic safety issues.	
	Update city's speed limits every 5, 7, or 10 years as required by state law.	
	A transportation master plan has been prepared for the City that identifies deficiencies in the street network, weaknesses in the traffic control system, etc.	
	A traffic control policy and procedures manual has been developed to ensure consistency in the use and application of traffic control devices. This manual is guided by the Manual on Uniform Traffic Control Devices.	
	The existing levels of service been identified for arterial streets identifying the performance of the street in terms of traffic congestion and travel time delay.	
	A traffic improvement program is in place to proactively design and implement traffic system management measures to reduce traffic congestion and travel time delay.	
	A traffic safety program in place to proactively identify high accident intersections and develop mitigation measures.	
	An adaptive traffic signal system in place that adjusts the timing of signals in real-time and provides the automated flexibility to change the timing of signals in response to both daily and seasonal traffic patterns for signalized intersections with unpredictable traffic demand (e.g., in the vicinity of shopping centers).	
	There is an inventory of approved signal phasing and timing settings for each intersection.	
	Traffic counts are routinely collected for arterial and collector streets.	
	A computer forecasting model is utilized to assess the trips generated by development, model different land use options, develop long-term forecasts of traffic, and the benefits of mitigation measures.	
	A traffic mitigation fee has been developed and adopted based upon a comprehensive transportation master plan that identifies deficiencies in the street network, weaknesses in the traffic control system, etc.	

<p>Requirements for preparation of traffic mitigation studies by developers have been developed and published in applicant brochures or other source materials.</p> <p>The thresholds for when traffic mitigation studies need to be prepared have been identified in the applicant brochures or other source materials.</p> <p>Traffic control devices are only installed based upon an analysis by a qualified traffic engineer.</p> <p>A policy on the use of traffic calming methods has been established.</p>	
<p style="text-align: center;">Street Maintenance Performance Evaluation Checklist (Yes / No)</p> <p>There exists a formal maintenance management system that includes an automated work order system, annual work program, a reporting system to report actual versus planned performance, and defined service levels and performance standards for each work activity.</p> <p>System provides up to date functionality asset management, maintenance management, performance measurement, business planning, customer relationship management, and cost reporting.</p> <p>Business processes have been reengineered to take advantage of improvement opportunities afforded by the information system.</p> <p>Modern information system technology is utilized to manage maintenance and repair including an open database compliant design, a graphical user interface, and a modern custom report-writing tool.</p> <p>Information produced by the system is routinely used to make management decisions.</p> <p>Street sweeping service levels are targeted as follows: •Residential-once a week •Downtown and other major commercial areas-daily.</p> <p>Potholes are patched within one workday of receipt of the complaint.</p> <p>Potholes are patched using a process of square cutting the pothole, tacking the pothole, use of hot mix, and rolling the hot mix.</p> <p>Deep patching of streets is performed on an ongoing annual basis when base and pavement repair is required (structural failures).</p>	

	Skin patching is performed on an ongoing annual basis to address raveling, rutting, and depressions or distortions.	
	Streets are crack sealed on an ongoing annual basis to mitigate the penetration of water into the street base.	
	An effective mix of preventive maintenance strategies is utilized for streets including slurry seal and overlay.	
	The average pavement condition index for the City's street network ranges between 65 and 75.	
	Major road repairs and reconstruction are contracted out. This includes all road work and drainage assets in the right of way.	
	The crew sizes utilized for street maintenance are appropriate to the work performed. <ul style="list-style-type: none"> • Two-person crews are utilized for pothole patching; and • Four-person crews are utilized for skin patching, base repair, and crack sealing. 	
	A formal pavement management system has been developed and installed to preserve the City's pavement and includes: <ul style="list-style-type: none"> • A system to regularly collect pavement condition data based upon a systematic evaluation of the pavement every two to four years; • A computer database to sort and store the collect data; • An analysis that assigns a score to the pavement (0 to 100) based upon the pavement condition; and • A program that evaluates repair or preservation strategies and suggests cost-effective projects to maintain pavement. 	
	A sidewalk inspection and repair program is in place that includes: <ul style="list-style-type: none"> • A systematic inspection of sidewalks once every three to five years to identify tripping hazards; • Resolving the tripping hazards within thirty days of hazard identification; and • Use of sidewalk replacement, ramps or grinding to eliminate tripping hazards. 	
	A curb, gutter and sidewalk Capital Improvement Program based on advanced asset management practices (life cycle analysis) is in place.	
	A computerized maintenance management system (CMMS) able to capture individual and crew workload data, costs by different variables (per hour, linear feet, etc.), complaint tracking, and other relevant performance metrics is used.	
	Grinding, ramping, concrete replacement and root pruning crews are appropriately sized.	
	Contracted resources are effectively used to accomplish the work unit's core business.	
	The City has implemented an ADA Transition Plan to ensure its facilities and assets are compliant with Federal and State ADA requirements and best practices in a "reasonable period of time." This includes sidewalks and ramping.	

Storm water catch basins, box culverts, and drainpipes are cleaned annually.
The reflectivity of signs is checked once every one to two years.
Regulatory signs are replaced when their reflectivity falls below acceptable standards.
School crosswalks are painted annually, and other cross walks are painted bi-annually. Legends on arterials are painted every year, collectors at 18 months and residential at 2 years.

Facility / Energy Performance Evaluation Checklist (Yes / No)
Building components are periodically inspected for condition and maintenance needs.
A comprehensive list of building systems and equipment with information, such as location, model type, warranty information, age and replacement parts is maintained for all buildings and mechanical systems.
Staff have available and utilize a computerized information system for maintaining building and asset inventories.
The organization has a computerized parts inventory system.
The organization has a computerized work order system that tracks completion time, labor ad parts costs, and schedules preventive maintenance activities.
The computerized work order system assist in the scheduling of routine and emergency work activities and tracks time required to perform all scheduled tasks.
The organization assigns priority ratings to maintenance projects that enable comparisons to be made regarding the relative importance of maintenance and renewal projects.
The organization has a long-range plan that outlines major deferred maintenance projects that are ranked by both severity and urgency.
The organization has a long-range plan that outlines estimates of the costs for reducing the existing deferred maintenance backlog.
The organization has established reserve funds specifically for renewing and replacing building components.

	The organization has developed an annual facilities maintenance plan based on goals and objectives for maintaining buildings.	
	There is an annual maintenance plan that is linked to capital and operating budgets.	
	The organization's annual maintenance plan includes a labor-needs analysis to determine the total labor hours required to operate and maintain the property, as well as time estimates for unscheduled repairs and emergency work orders.	
	The organization's backlog of deferred maintenance is on a declining trend.	
	The organization has procedure manuals or checklists of tasks for employees to use when performing preventive maintenance.	
	The organization's preventive maintenance program includes one-year schedules that prescribe weekly preventive maintenance activities for specified equipment and components according to manufacturers' recommended frequency or other set intervals.	
	The schedule estimates the number of work hours needed for each activity.	
	The organization has a low percentage of work orders for emergency or unscheduled repairs compared to the percentage for preventive maintenance and other scheduled repairs.	
	The organization maintains historical records to document building conditions and the costs of renewing or replacing building components and to provide trend data for updating long-range capital needs.	
	The organization has a management information system (computerized) that: allows users to ascertain number of work orders and their status; track maintenance and repair history on buildings and individual components; track all costs for maintenance and repair; and allows users to record equipment malfunctions.	
	The organization has a high percentage of work orders completed within 72 hours or within its own predetermined schedule.	
	Maintenance employees have and maintain appropriate certifications for their specific trade or craft.	
	Executive management receives periodic reports of appropriate building information tailored to their needs. The reports include the following information: the number and replacement value of all buildings, building condition ratings, costs of identified deficiencies, cost for long-range renewal of building components based on annual life-cycle funding, a plan for managing deferred maintenance projects.	
	An energy audit has been conducted of major facilities and adjustments made as a result of the audit.	

	The organization has developed an energy management plan to control and manage costs and utilization.	
	Collected energy data is analyzed to identify problem areas, unusual changes in uses, and project future usage and costs.	
	Goals for energy-efficient building operation are incorporated into the strategic business plan.	
	An energy accounting system is employed to identify savings opportunities and to track and measure the success of energy-efficient strategies.	
	One individual has been identified as Energy Manager (either as a sole responsibility or auxiliary duty) with responsibility for managing energy and promoting energy-efficient building operations.	

Parking / Security Performance Evaluation Checklist (Yes / No)		
	Parking services is vertically integrated and includes parking facilities, parking enforcement, parking meter maintenance, parking meter collection, parking facility maintenance, parking planning, etc.	
	Parking services is operated as an enterprise fund.	
	Parking services has developed 5-year financial plan that includes fund balance and reserve policy, policies regarding use of parking revenues, debt policies, rate policies, etc.	
	A consolidated parking financial statement is developed annually that tracks all sources of parking revenues and expenses.	
	Parking revenue and expenses are audited annually.	
	The organization conducts periodic assessments of parking supply / demand for the purpose of parking system planning.	
	The parking space / garage inventory is complete and up to date, and are sub-divided by type / use of space, by utilization, by number of spaces by type (structure, lots, etc.), # of parking permits issued, etc.	
	There are high quality parking maps available electronically in GIS, in hard-copy, and on the City's web site.	
	A well-documented and integrated parking garage / lot security program is in place (and includes various types of human resources such as parking attendants, cleaning and maintenance staff, etc.)	

	A weekly parking garage / lot walk-through maintenance / repair checklist exists and is utilized weekly that includes safety and risk management issues.	
	Parking services has a well-defined and comprehensive long-term capital maintenance program that includes periodic condition appraisals (structural), inspections and preventive maintenance.	
	Parking services has established a routine parking garage / lot cleanliness and housekeeping program. The facilities and surface lots are free of litter and debris.	
	Parking garages are well-lighted that meet or exceed IES standards.	
	Parking services has as-built drawing of their parking garages and major component / equipment warranties.	
	Parking services has emergency preparedness and disaster preparation plans for its parking garages.	
	Parking garage / lot utilization is well understood and documented with on-going parking facility utilization reports.	
	Parking services provides a broad offering of parking programs suited to various constituents and user groups. These programs include garage / lot permits, meter key and garage cash pass, neighborhood residential parking permits, business permits, commuter permits, event meter hoods, tokens, validation stamps and construction meter hoods.	
	Parking garages / lots incorporate creative and community-based graphics, level identification and wayfinding aids in the parking facilities.	
	Parking services uses a web site to promote and market its parking garages and lots.	
	Parking services regularly partners / co-sponsors in downtown marketing and promotional activities.	
	Parking services is well represented and participates / collaborates regularly with various downtown community, neighborhood, and business groups and associations.	
	Parking services has installed energy producing solar panels in parking garage roof tops to off-set energy costs or be sold back to the electrical grid in exchange for energy credits.	
	Parking services has realized additional revenues from advertising within the parking garages. Aluminum and glass cases are used for advertisements within elevators and elevator lobbies. Add Walls are utilized that involves turning entire blank gray walls within parking garages to an advertisement for local businesses or national companies such as Coca-Cola, Nike, etc. Colorful advertising banners are utilized within parking garages.	

	Parking services provides advertising on parking tickets, valet tickets and parking gates to eliminate ticket expenses from its operating expense budget, and creating an opportunity to market downtown venues and attractions.	
	Parking services accepts credit cards for payments within the parking facilities.	
	Parking services has an automated payment process for the parking garages / lots that provides for stronger internal controls related to cash receipts.	
	Parking Services has deployed “smart passes” (transponders) for parking facilities.	
	The process for issuing parking permit exemptions has been fully automated with an on-line capability using the City’s automated permit information system.	
	The City has developed a master plan for its City-owned parking garages / lots.	
	The City meets the International Parking Institutes parking management standards for paid parking stall occupancy not exceeding 60% to 85% in the downtown.	
	The City has adopted formal pricing policies for the parking garages / lots.	
	The City has adopted parking in-lieu fees to support the development of parking garages / lots in the downtown area.	
	A wireless information system is utilized with the electronic parking meters and Pay Stations that provides Parking Services with real-time information related to on-street parking stall utilization. The system features accurate vehicle detection, combined with advanced web-based software, and provides Parking Services with up-to the minute status of on-street parking operations.	
	A pay-by-cell phone system is utilized with the parking meters that enables customers that have parked their cars in paid parking stalls to remotely buy more parking time with another phone call (assuming it does not exceed the time limit).	
	The City selectively utilizes Pay Stations in the downtown. Pay Stations are typically located approximately in the middle of the block and serve 8 to 12 on-street parking stalls	
	Parking services uses electronic parking meters in those instances in which it does not utilize Pay Stations.	
	Parking meters can only be accessed using high-security electronic locks.	

	Parking meter collection staff use a parking management software application to determine the revenue passing through each parking meter.	
	The parking meter collections process is designed as a “touchless” system that restricts collectors from access to the collections. The top of each sealed canister is designed to interlock with a sealed cart vault. Coins are transferred from the parking meter canister to the carted vault without any exposure of the coins. The carted vault is sealed with a padlock.	
	The collected revenues are processed and deposited each day at the end of the shift.	
	Cash deposits recorded by the bank should be reconciled daily to internal cash deposit records.	
	An automated database is maintained of electronic parking meters including inventory management, rate programming, and maintenance history are generated through the use of handheld PDA devices communicating by infrared with the meters.	
	Occupancy surveys are conducted quarterly detailing the numbers of meters utilized on a route and the hours of use.	
	Revenue by collection route is tracked. Surprise audits are conducted to confirm that collection procedures, key handling policies, and that the necessary security safeguards are being observed.	
	A parking guidance and information system is utilized in the downtown area, to aid drivers in the search for vacant parking spaces by directing drivers to lots or areas where occupancy levels are low. The system combines traffic monitoring, communication, and electronic message sign technologies to provide parking information using simple electronic sensors and monitors.	
	The cost of parking meter maintenance approximates \$25 to \$30 per meter annually in salaries and benefits.	
	The City monitors and has taken measures to minimize delinquent fine collections.	
	Parking enforcement uses a License Plate Recognition system to automate the enforcement of time-limited areas through the use of efficient “electronic chalking” improves the accuracy and efficiency of enforcement efforts.	
	Parking enforcement officers / security have the authority to have a vehicle towed.	
	Parking enforcement performance is positive in terms of citations issued.	
	Parking enforcement officers make 5 to 6 passes on their routes per day.	
	Parking enforcement officers issue approximately 10,000 to 12,000 parking citations annually.	

	The City utilizes a well documented payment schedule and delinquent collections process.	
	The City has implemented e-ticketing systems, which includes a handheld device with a small printer to issue traffic tickets, as well as auto-population features and barcode scanning	
	The hand-held devices are integrated with police and court databases (with information transmitted wirelessly or batch uploads)	
	Security services city-wide are centralized under one organizational authority to ensure continuity of service, training, etc.	
	High risk facilities provide security screening (metal detectors) during operating hours.	
	Security services operate 24/7 at locales where citizens may be normally present.	
	Security staff are well-trained on escalation of force protocols.	
	Security staff are well integrated with local policing functions.	
	Security staff pass appropriate physical training tests on a periodic basis.	
	Security staff are well-outfitted and properly trained with appropriate safety tools (e.g. Tazers).	
	Security staff have identified response time targets.	
	Security staff are dispatched by professional public safety dispatchers.	
	Security staff perform regular lock-door checks and facility walk-arounds for locales they are assigned.	
The DMD should use the prior best-in-class performance check-lists to measure its performance and make necessary adjustments as time, budget and staffing are available to achieve best-in-class status.		
Recommendations:		
	In the mid-term, address the 300+ item performance evaluation check-list to determine the Department of Municipal Development’s stance compared to best-in-class standards.	

DEPARTMENT OF MUNICIPAL DEVELOPMENT

Management and Organizational Issues

Issue:

What are important organization and management issues that deserve further attention?

Current Situation:

In a city as large and diverse as Albuquerque a variety of issues related to organizational structure, systems management, major service delivery, etc. are often present, particularly under circumstances such as weakening economies, changing leadership, etc. The following, though not exhaustive, reflect some of what the project team believes are important organizational and management areas involving the Department of Municipal Development, at minimum, and several other City departments in several instances.

Analysis and Discussion:

- There is a decentralization of support service positions in some department areas of the City but not others. This results in an inconsistent operational practice city-wide. Like some departments, DMD has dedicated Information Technology specialists reporting within the Department rather than functional oversight being directly provided by Information Services Department. Further CIP Budget development staff is periodically in a “Finance” Department with support being provided by the end-user agencies. While it is understood that some departments have unique needs and positions (e.g. Engineers) this should not be the case for support positions such as IT or primary Financial Services personnel. Either such positions should be fully centralized or decentralized to ensure a consistent operating model. Best practices typically suggest centralization of such positions barring unique operating circumstances.
- Some planning, design and management functions are not centralized in DMD. By example, parks planning, design and management (located within the Parks and Recreation Department) reflects decentralization of City-wide services. Horizontal infrastructure (e.g. concrete, asphalt, plumbing, electrical, etc.) construction and maintenance is also decentralized in the City with the several departments having their own maintenance/construction personnel for these assets. Security as well as facility maintenance is also operating

under a decentralized model. While there are many 'decentralized' models with respect to the delivery of service, the project team generally finds that centralized (one departmental point of contact) support services such as facility maintenance functions; project planning, design, and construction, etc., are ultimately the most efficient (due to economies of scale) while usually being as effective if a customer service focus is made paramount. **These centralized plans of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different departments providing service to the public is minimized. The structure enhances shared knowledge and understanding among organizations with similar mission goals and objectives. The channels of communication are clear and consistent. The City should consider centralization of service under 'one authority' a best practice pursuit.

- Where practical, the City should explore contract service opportunities. DMD illustrates areas where this can be further reviewed. By example, there are no major parking-related services contracted, to include such "common" functions as coinage collection and counting. Additionally, many security functions are contracted for service with such International firms as Wackenhut.

Recommendations:

- **Re-evaluate the practice of support service positions (e.g. IT specialists, finance specialists, payroll, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.**
- **Consider centralization of all facility maintenance functions, security functions, and planning and design functions in one department (e.g. Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.**
- **Where practical, the City should explore contract service opportunities for functions that are regularly contracted by municipalities. This include coinage (meter) collection and counting, security, janitorial, etc.**

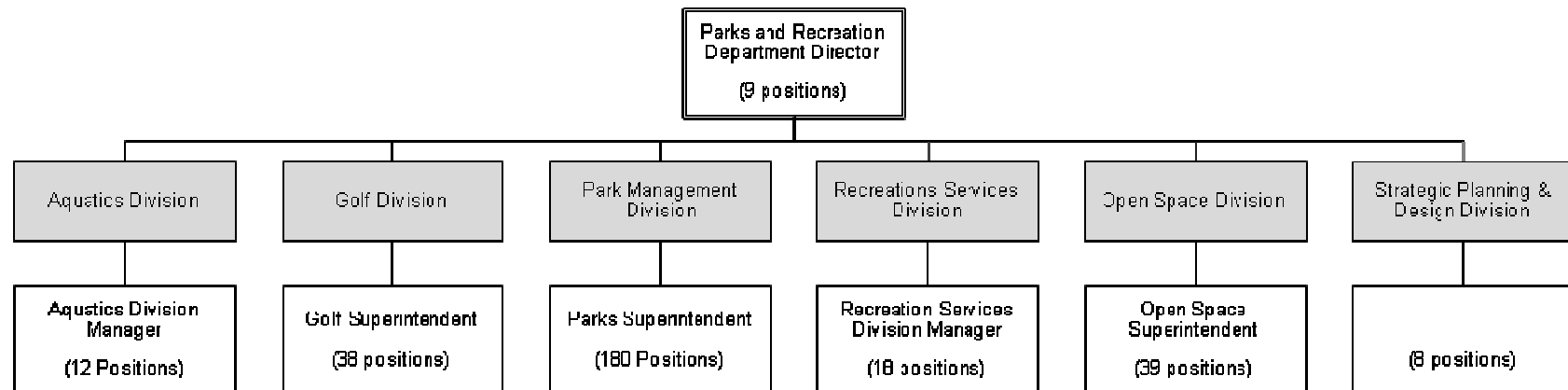
14. PARKS AND RECREATION

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Parks and Recreation Department.

1. DEPARTMENT SUMMARY

The Parks and Recreation Department's focus is to protect, plan enhance, and maintain a Parks, Major Public Open Space and Trails System that gives Albuquerque its sense of place. To promote economic development and tourism by continuing to provide quality affordable facilities and programs (e.g. Golf, Recreation, Swimming Pools, Parks, Open Space, Balloon Fiesta Park, Shooting Range and Sporting Events). To assure quality educational programs for youth that encourages positive behavior towards a conservation ethic. To provide quality recreation programs to encourage healthy active lifestyles for all ages. And finally, the Department encourages and develops a healthy and safe work environment, ethical management practices, and a spirit of teamwork for all Parks and Recreation employees.

The overall Parks and Recreation Department is composed of the following six divisions with the total number of staff positions shown.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations such as the National Recreation and Park Association, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Parks and Recreation Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Staff periodically inspects the condition of the parks and related facilities.	√		
Formal quality standards have been developed for park-related maintenance.	√		
Park assets are being maintained in consistently very good condition, and the quality of the maintenance is formally evaluated quarterly and at minimum bi-annually.		√	
Levels of service have been developed that define the frequency in which various maintenance tasks are to be performed.	√		
The levels of service provided has been formally adopted and classified as level "A," level "B," level "C," or "level D" (or similar classification system) to ensure a linkage between policy-level decision-making (community expectation) and actual service delivery.	√		
Sufficient resources have been provided to maintain at least a "B" level of maintenance such as weekly mowing, bi-weekly edging, weekly inspection of playground equipment, daily restroom cleaning, aeration 2 to 3 times annually, fertilization once annually, etc.		√	
The section keeps a complete and comprehensive list of park-related inventory such as the square feet of turf, linear feet of edging, square feet of sidewalks, number of picnic areas, etc.	√		
The Department maintains and uses information on the full unit costs of maintenance activities by task, park location, etc. It should be noted that such a system will be implemented next year.		√	
An annual maintenance calendar has been developed that identifies when seasonal tasks will be performed (e.g., turf will be fertilized in March and September, color planting in Spring, etc.).		√	
Parks has identified the maintenance tasks and staff hours required to maintain service areas using specific inventory information, desired levels of service, and an annual maintenance calendar. As a result, Parks is able to deploy staffing levels to meet targeted service levels.		√	
A computerized maintenance management system is in place to handle and schedule preventive, routine, and emergency maintenance service requests. As noted above, a system will be implemented next year.		√	

Best Management Practice	Yes	No	Unk.
Alternative service delivery methods are periodically assessed to determine if there are cost-effective service delivery options.	√		
A cost-effective balance between full-time versus- part-time and volunteer staff is utilized.	√		
An integrated pest management program is utilized that includes a range of treatment strategies.	√		
The Department makes effective use of pre-and post-emergent chemicals for pest control. This should be part of an Integrated Pest Management (IPM) program.	√		
Management, supervisory, and line staff have obtained appropriate certification in their profession. Pesticide applicators possess state-required applicators licenses.	√		
The irrigation system is centrally controlled with a personal computer linked to controllers.	√		
Safety reviews of facilities, parks, playground equipment and other resources are conducted at an appropriate frequency level (such as: playground equipment – daily to weekly; facilities and parks – monthly, etc.)	√		
Continuous training programs are provided to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, park care and maintenance practices.	√		
There is a long-range strategic plan for parks.	√		
There is a funded and long-range capital improvement program relative to park infrastructure.	√		
The City has developed a long-term Master Plan relative to Parks. The Department included an assessment of the type and general location of future expansion for park lands, facilities, and programming.	√		
The Master Plan provides clear and specific guidance for the capital program development process.	√		
The Unit provides services seven days a week to ensure community expectations are met. This includes restroom cleaning and removal of trash from receptacles.		√	
The organization has an effective reservation program in place to reserve picnic areas, shelters, etc.		√	
A tree inventory exists of all trees including location, size species, and condition.	√		

Best Management Practice	Yes	No	Unk.
A user-friendly CMMS is utilized that is easily accessible by urban forest management staff to record maintenance activities, manage the maintenance program, track complaints and evaluate the value and costs of each urban forest management and maintenance activity. . It should be noted that funding for this program was eliminated in FY 2011.		√	
A strong and well organized citizen advisory group has been established to aid in setting policy, provide checks and balances, and advocate for the urban forest.		√	
A strong public information program has been established to inform and educate residents about the benefits and value of the urban forest, the cost to adequately maintain it, and the adverse results of withholding proper care.		√	
A tree ordinance has been adopted that covers planting and removal of trees within public rights-of-way, maintenance or removal of private trees which pose a hazard, tree planting requirements such as those requiring tree planting in parking lots, and providing protection for trees requiring that a permit be obtained before trees can be removed, encroached upon, or in some cases, pruned.	√		
A formal, written tree plan and reforestation plan has been adopted outlining the species to be planted, planting guidelines, diversification of species, and general maintenance and removal.		√	
Formal protocols have been established for tree planting, pruning, and removal programs.	√		
The City has applied for, and received, a Tree City USA designation.	√		
City trees located within the urban / community forest receive an annual inspection to evaluate their condition and identify potential hazards.		√	
When trees are removed, the stumps are removed near immediately as well.	√		
All trees that are removed are replaced.		√	
Tree planting is provided proactively, not just for removals, within established neighborhood planting areas where tree stocking is inadequate based on existing canopy coverage.		√	
The Department purchases street trees at local nurseries; it does not operate significant in-house nurseries due to typical cost / benefit ratios.	√		

Best Management Practice	Yes	No	Unk.
Continuous training programs are provided to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, tree planting and care, and various maintenance practices.	√		
Management, supervisory, and line staff have obtained appropriate certification in their profession such as ISA Tree Worker Certifications and ISA Arborist Certifications. Pesticide applicators possess state-required applicators licenses.		√	
Trees are trimmed on a proactive, block-by-block basis.		√	
Tree complaints are inspected within one workday and specific problem resolution accomplished based upon a risk assessment.	√		
A plan exists to cost-effectively recycle and utilize green waste and debris created by urban forest maintenance activities through such methods as milling products from large wood and re-cycling of wood chips as mulch for use within landscapes or as soil enhancement.	√		
An integrated pest management program is utilized that includes a range of treatment strategies.	√		
The Department utilizes aerial towers and chippers effectively to enhance the productivity of their staff.	√		
The Department uses tree trimming apparatus with the aerial tower and chipper box consolidated onto one chassis to maximize productivity.	√		
The age of the equipment assigned to Forestry does not exceed replacement guidelines.		√	
An 8-12 year schedule, or species-based cycle, is utilized in the trimming of the City's urban forest.		√	
The Department uses a two-person crew for tree maintenance: one staff in the aerial tower and one staff on the ground chipping brush.	√		
The productivity of the in-house forestry staff in trimming trees meets reasonable expectations.			√
Crews utilize personal protective equipment including safety glasses.	√		
Various customer services approaches, to include citizen outreach and feedback on recreation services, are utilized.	√		

Best Management Practice	Yes	No	Unk.
Formal use of trend analysis to identify changing recreation needs and demands for services is in place and consistently employed.		√	
Aggressive promotional techniques are utilized for recreation programs and services.	√		
A detailed marketing plan for recreation services has been developed and regularly updated.		√	
Registration is made as easy as possible so as to encourage participation.	√		
A specific cost recovery plan for recreation is in place.		√	
Recreational opportunities offered by non-municipal providers is identified and regularly marketed through recreation services.		√	
There are many established recreation foundations to assist in support of specific recreation services or facilities (e.g. "Friends of the...")		√	
Written joint use agreements with the school district(s) are in place for the provision recreation services.	√		
Citizen committees are in place to provide constant recreation feedback and oversight.	√		
A long-range strategic plan in place for recreational services.	√		
Safety plans are in place and address issues such as accidents / injuries, missing children, abandoned children, etc.	√		
Dedicated facilities for the delivery of senior programs and services in the City have been developed.	√		
The city supports cultural arts programs as part of their recreation services.	√		
Golf is organized as a full cost recovery enterprise fund.	√		
The golf program effectively uses public, private partnerships and contract service providers, as appropriate.	√		
There is a funded and long-range capital improvement program relative to golf operations.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Parks and Recreation Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Are present parks and open space staffing levels that are linked to service level expectations appropriate given the types and magnitude of infrastructure maintained? Are these divisions' internal operations appropriate?	In order to facilitate critical staffing levels and other expenditure decisions, formal service level expectations should be developed and/or approved by policy-makers, whether the Mayor, City Council directly, or advising Boards. These service levels would include such metrics as "Level A, B or C" Park Maintenance; etc.	n/c
	Specific performance objectives, to be included in the City's Budget, should be included based on these service level expectations.	n/c
	Implement a Computerized Maintenance Management System in the Parks and Recreation Department. An enterprise-wide system impacting all maintenance departments would be ideal.	\$100,000+
	Upon development of formal maintenance standards, develop staffing requirements based on national and regional standards as well as metrics provided in this report. Commitments to fund the acquisition of new parks should be tied to operating and staffing requirements.	Unknown – depends on scope of implementation
	Develop master plans for the highest and best use of regional parks.	n/c
	Extend 24 month maximum service year limitation for temporary hires to an indefinite time period.	n/c

Issue	Analysis and Recommendations	Cost / (Savings)
Are present recreation-related staffing levels that are linked to service level expectations appropriate given the types and magnitude of programs offered? Are these recreation divisions' internal operations appropriate?	Overall recreation cost recovery goals should be increased to 50% (long term, as practical). Program offerings should be continually analyzed to ensure that cost recovery goals are realized.	Unknown – depends on scope of implementation
	Upon economic recovery, the City should consider expanding and diversifying its recreation program offerings and adjust staffing levels accordingly.	Unknown – depends on scope of implementation
What are important organization and management issues that deserve further attention?	Engage in a comprehensive fee for service study in P&R (and all departments) and implement results.	\$75,000
	Consider centralization of all facility maintenance functions in one department (e.g., Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.	Unknown

4. DISCUSSION OF ISSUES

PARKS AND RECREATION DEPARTMENT Staffing and Operations – Parks and Open Space

Issue:

Are present parks and open space staffing levels that are linked to service level expectations appropriate given the types and magnitude of infrastructure maintained? Are these divisions' internal operations appropriate?

Current Situation:

The Parks and Recreation Department manages, constructs, renovates, and maintains 3,088 acres in over 290 of the City's parks. The department oversees facilities, playgrounds, medians, streetscapes, and trails and operates the greenhouse and tree nursery and special events services. Further, 29,015 acres of major public open space are owned and managed by the department to conserve natural and archaeological resources, provide opportunities for outdoor education, provide a place for recreation, and define the edges of the urban environment. The Parks Management and Open Space Divisions are comprised of 219 permanent positions and scores of temporary positions. Other illustrative data include:

- The Divisions are responsible for monitoring efficient water use and conservation in City parks, trails and medians.
- There are 54 Open Space Acres per 1,000 residents (FY 11).
- There are 5.5 acres of parks, trails and medians per 1,000 residents (FY11).
- The City ranks #11 in the top 40 U.S. cities with respect to acreage and accessibility based on population parameters.
- The City operates several parks/open space facilities used for a variety of cultural, recreational, special event and other purposes. These include the Boca Negra Horseman's Complex, the Open Space Visitors Center, the Shooting Range Park, the George J. Maloof Memorial Air Park, the Veteran's Memorial, Balloon Fiesta Park, etc.

Analysis and Discussion:

Overall operations, and the staffing levels that drive them, whether in-house personnel or contracted vendors, are developed from two fundamental concepts: 1) desired service levels, and 2) the amount of workload required resulting from these service levels. Formalized service level expectations from executives and ideally policy-makers ultimately drive the necessary staffing levels. In the absence of such specific service level directives, such as the level of park maintenance services desired (e.g., Level “A”), generalities could be drawn from other sources if data is available. By example, some municipalities place relevant performance objectives in their annual budgets, and while there are such performance measures in the city of Albuquerque’s budget, they do not incorporate measures that suggest necessary maintenance or staffing levels. There is very little information available that formally drives operations and maintenance staffing levels; there is only broad guidance as reflected by the Strategic Plan:

*“The City’s two-year capital cycle produces small allocations measured against the resources needed to support aging system of parks, open space, and recreational facilities. **Further, decisions about the allocation of resources are not guided by local or national baseline standards.**”²*

Based on the project team’s variety of interviews, it is very clear that Albuquerque wishes to provide high service delivery with respect to park and open space infrastructure maintenance services. With respect to parks and open space, Albuquerque has committed extensively to developing these kinds of assets. These asset deployments, however, lead to potential resource requirements that should be at minimum what communities with “average” maintenance expectations need. In effect, these service level requirements result in workloads and ultimately staffing levels.

Analysis and Discussion – The Impact of Incomplete Management Tools:

In order to properly evaluate workload associated with maintenance services, best practices suggest the consistent use of a Computerized Maintenance Management System (CMMS). The U.S. Department of Energy in their *Operations and Maintenance Best Practices Guide* simply defines a Computerized Maintenance Management System as “a type of management software that performs functions in support of management and tracking of operations and maintenance (O&M activities).” The CMMS is fundamentally designed to achieve a variety of specific benefits. Numerous national

² FY 2012-17 Parks and Recreation Strategic Plan, page 8.

and international professional entities such as the Plant Maintenance Resource Center, Maintenance World e-Resource site, the National Institute of Building Sciences, the Technology Evaluation Centers and the aforementioned USDOE indicate several critical benefits of a well-implemented CMMS to include the following illustrative statements:

- Computerized Maintenance Management Systems (CMMS) enable the facility manager, subordinates and customers to track the status of maintenance work on their assets and the associated costs of that work. CMMS are utilized by facilities maintenance organizations to record, manage and communicate their day-to-day operations. The system can provide reports to use in managing the organization's resources, preparing facilities key performance indicators (KPIs)/metrics to use in evaluating the effectiveness of the current operations and for making organizational and personnel decisions. In today's maintenance world the CMMS is an *essential tool* (emphasis added) for the modern facilities maintenance organization³.
- One of the greatest benefits of the CMMS is the elimination of paperwork and manual tracking activities, thus enabling the staff to become more productive. It should be noted that the functionality of a CMMS lies in its ability to collect and store information in an easily retrievable format. A CMMS does not make decisions; rather it provides O&M managers with the best information to affect the *operational efficiency* of a facility⁴.
- A CMMS is an excellent business opportunity whose implementation can significantly improve operations, reduce equipment downtime, increase accountability of the maintenance functions, and produce substantial financial savings. The old ways of managing the maintenance function do not work anymore. The use of everything from index cards, pegboards, and white boards is cumbersome, ineffective, and unreliable. What's more, these low-tech tools were used inconsistently and irregularly, further reducing whatever minimal benefits they may have been expected to achieve. A CMMS is not only a much better solution, it is a more practical and realistic one⁵.

As suggested above, there is near universal sentiment regarding the vast number of benefits associated with an effectively implemented CMMS. Unfortunately, the City has only implemented a CMMS for its fleet operations, no other maintenance service activities. This impacts the Parks and Recreation Department's ability to comprehensively manage its parks and open space operations and maintenance, and in the absence of such information it is extremely difficult to plan, budget, manage, and control such an operation, let alone perform detailed analysis of workloads and staffing patterns. The impending implementation of the YARDI system will be an important first step toward meeting

³ <http://www.wbdg.org>

⁴ USDOE O&M Best Practices Guide, page 4.2

⁵ Technology Evaluation Centers, Computerized Maintenance Management Systems: Benefits and Interfaces <http://www.technologyevaluation.com>

these goals, as it will provide an automated work order system.

Analysis and Discussion – Park Maintenance Benchmarks:

Desired staffing levels can be benchmarked based on the type of park acreage noted above and what service levels are applied to that park acreage. By example, fully developed parks that receive very high service levels will require the greatest staff resources. The broad industry guidelines that the Matrix Consulting Group has evaluated relate the ratio of park maintenance workers to acres under maintenance for various service levels ranging from “A” to “D”. The table that follows provides the basic definition for each of these service levels.

Service Level	Service Level Definition and Required Maintenance Staffing
“A”	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, free from weeds and cut to a precise level. Plants and trees in parks are pruned, for safety, tree health and ornamental beauty. Hardscapes are regularly swept and litter is collected 5-7x per week. Requires one park maintenance worker per 4 to 6 developed park acres.
“B”	A reasonably high level of maintenance associated with well-developed park areas with higher visitation rates. Major difference with Service Level “A” is turf is not cut on frequent, regular intervals at precise level and plants and trees in parks are not pruned and trimmed at the same frequency. Litter control is periodic and hardscape maintenance is less frequent. Requires one park maintenance worker per 6 to 10 developed park acres
“C”	The lowest expected service level for fully developed parks or a moderate level of maintenance associated with park locations of large size, of average development, and/or visitation. Maintenance is accomplished, usually with longer service intervals, to keep the park safe and minimally serviceable to the community. This level requires one park maintenance worker per approximately 12 to 18 park acres.
“D”	A minimal service level to parklands or open space with no facilities with the intent to maintain safe grounds and a “natural” ambience. Generally inspection services and litter control are conducted, but on an infrequent basis. Usually such services are conducted as “fill-in” work by staff but otherwise one park maintenance work can cover several hundred acres of undeveloped parkland or open space.

The above park maintenance service levels can help frame alternative levels of service that can be provided when maintaining a park system. These modes of service, as formally defined by the NRPA,⁶ are further framed by the following context. For example, *The Association of Higher Education Facilities Officers* noted in Facilities Manager in

⁶ *Operational Guidelines for Grounds Management*, National Recreation and Park Association, 2001

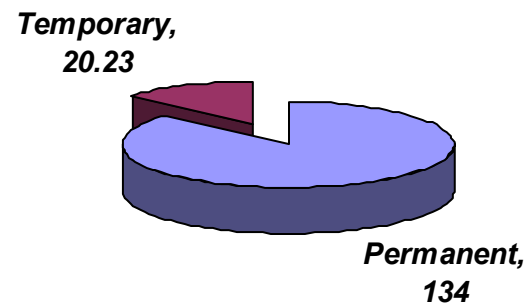
September/October 2000:

“For many campus facilities management departments, staffing levels are an issue in whether the environment is managed with a short-term versus long-term mentality. Workers can provide different levels of maintenance quality depending on how much acreage is in each worker's area of responsibility. For a world-class result, such as a formal garden, one person can maintain about half an acre. It takes one person to maintain up to five acres of an ornamental, well-manicured landscape with a few flaws. That person can maintain up to ten acres of a well-maintained, park-like environment with, again, some flaws. When the space reaches 15 acres, one worker can only provide moderate maintenance for a park-like look that has significant flaws. At 20 acres, one person no longer can provide a quality result; maintenance will be flawed and the landscape will continue to decline in quality.”

These staff to acreage and mode-of-service approaches can be used to frame projected staff resources needs for park and open space maintenance. According to cost modeling data provided,⁷ as it relates to park-related maintenance, the Department deploys both permanent and seasonal (temporary staff) to maintain grounds. These staff are distributed by classification as shown in the following pie chart.

⁷ Parks & Rec Cost Model.xlsx

**Full-time Equivalents for Parks Maintenance -
Grounds, Irrigation, Medians & Trails**



Based on 3,088 acres of developed parkland maintained, these staff levels result in almost one worker per 20 acres of parkland. Clearly, based on the benchmarks cited above, these resources are insufficient to properly maintain all of the city of Albuquerque's parkland at desirable service levels.

Analysis and Discussion – Policy-driven Decisions

Parks maintenance services are a fundamental and important example of the need for policy-level directives. It is critical to understand the importance of framing policy that drives service delivery. Service level expectations drive maintenance decisions and ultimately funding and staffing requirements. Presently park maintenance decisions are not made in the formalized context of a policy for "this level (mode) of park maintenance will be performed for our community." There are no formalized maintenance standards or "maintenance metrics" other than what is included by staff in bid specifications

or other elementary documentation. That is, there is no Preventive Maintenance “A” level expectation as dictated by the Mayor, Council or an advisory Board despite the fact that Albuquerque has developed park and open space assets to be a “best-in-class” community.

Such policy direction is considered a best practice and most definitively should precede any major, high-profile service delivery performed by a municipality. While parks maintenance serves to illustrate this point, there are other policy-related initiatives that deserve further scrutiny and discussion. These topics should be addressed during workshop type sessions with Council, Mayor, and important stakeholders (e.g., Parks and Recreation Advisory Board) to enable a full discussion and dialogue leading to a decision for alternative service levels and implementation strategies.

Recommendations:

- **In order to facilitate critical staffing levels and other expenditure decisions, formal service level expectations should be developed and/or approved by policy-makers, whether the Mayor, City Council directly, or advising Boards. These service levels would include such metrics as “Level A, B or C” Park Maintenance; etc.**
- **Specific performance objectives, to be included in the City’s Budget, should be included based on these service level expectations.**
- **Implement a Computerized Maintenance Management System in the Parks and Recreation Department. An enterprise-wide system impacting all maintenance departments would be ideal.**
- **Upon development of formal maintenance standards, develop staffing requirements based on national and regional standards as well as metrics provided in this report. Commitments to fund the acquisition of new parks should be tied to operating and staffing requirements.**
- **Develop master plans for the highest and best use of regional parks.**
- **Extend 24 month maximum service year limitation for temporary hires to an indefinite time period.**

PARKS AND RECREATION DEPARTMENT

Staffing and Operations – Recreation, Aquatics and Golf

Issue:

Are present recreation-related staffing levels that are linked to service level expectations appropriate given the types and magnitude of programs offered? Are these recreation divisions' internal operations appropriate?

Current Situation:

The intent of the Department's varied recreation services is to provide affordable quality recreational opportunities for youth, adults, families, and visitors of Albuquerque and surrounding communities. The department interfaces with Family & Community Services and the Cultural Services Departments to meet community needs with to intent to provide quality recreation programs to encourage healthy active lifestyles for all ages. Recreation-related personnel manages, plans, and oversees the development and operation of the City of Albuquerque's four (4) golf courses; operates 14 swimming pools and two (2) spray pads; and serves hundreds of thousands of customers on an annual basis.

Analysis and Discussion – Recreation Cost Recovery:

Operations and staffing levels in Recreation are often qualitative as it is difficult to identify benchmarks with respect to both service levels desired and staffing levels required to manage various recreation programs of different complexities. For example, it takes more staff resources to manage one youth football league than it does for one art class; however, if one person is managing several arts/craft programs of varied lengths, service offerings, department provided materials and supplies, etc., than those staff dedicated to such "arts" programs may be busier than their sports colleagues. In effect, measuring necessary staffing levels and desirable program offerings is a complicated endeavor in recreation programming.

Revenues versus expenditures are often a method for evaluating overall recreation programming efficiency and effectiveness. Although there are numerous variables impacting cost recovery, the actual cost recovery proportion may be indicative of various operational issues to include staffing, programmatic offering, program success and other potentialities. Cost recovery issues, however, are nothing more than an indicator that would entail further in-depth research which is beyond the scope of this city-wide engagement.

A cost recovery benchmark periodically used throughout the nation for overall recreation programming and many specific programs typically ranges from 40% to 50% cost recovery for a “best management practice cost recovery scheme.” Of course, some programs will have higher revenue targets and others lower to ensure a diverse program offering to all community citizens. For example, Portland, Oregon sets the following cost recovery parameters:

Example: Portland, Oregon Cost Recovery Framework

Youth: Pricing for youth programs offered outside of low income neighborhoods should be set to recover 42% of total costs.
Adults: Pricing for adult programs offered outside of low income neighborhoods should be set to recover 63% of total costs.
Low income citizens:
Youth: Pricing of youth programs in low income neighborhoods should be set to recover 23% of total costs.
Adults: Pricing of adult programs in low income neighborhoods should be set to recovery 26% of total costs.

While program-specific metrics were not reviewed, the overall projected cost recovery for Albuquerque in FY 13 is 33% (excludes Aquatics and Golf).⁸ As shown, this recovery rate is below best practice suggestions. The current cost recovery outcome as shown should be increased for the City, and similar to parks operations, this cost recovery metric should be founded on policy as dictated by the Mayor and City Council.

⁸ Parks & Rec Cost Model.xlsx

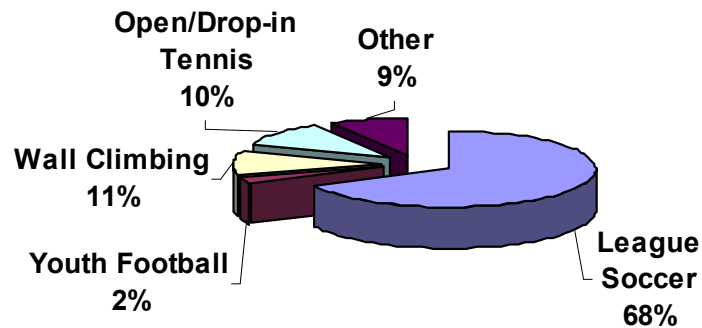
Analysis and Discussion – Programmatic Offering:

The following programs were provided in the data set reflective of programmatic offering for FY 2011 (excludes aquatics and golf courses). Programs fell in certain categories in the shaded columns (e.g., Adult Sports) with the type of activity (e.g., Pitch & Putt) adjoining the column.

Adult Sports	Softball	League Play	Cheer	Outdoor Recreation	Rappelling Trips
Adult Sports	Basketball	Outdoor Recreation	Information Booth/Tabling	Outdoor Recreation	Caving Trips
Adult Sports	Flag Football	Outdoor Recreation	Defensive Driving Class	Outdoor Recreation	Rocket Program
Golf Training Center	Pitch & Putt	Outdoor Recreation	Share the Road Program	Outdoor Recreation	Fishing Program
Golf Training Center	Driving Range	Outdoor Recreation	Bike to work Day	Outdoor Recreation	Fun Fit Friday
League Play	Soccer	Outdoor Recreation	Movies	Outdoor Recreation	Ski Trips
League Play	Rugby	Outdoor Recreation	Biking 101	Outdoor Recreation	Nature Walks/Digital Photo
League Play	Volleyball	Outdoor Recreation	Bicycle Rodeo	Outdoor Recreation	Indoor Track
League Play	Kickball	Outdoor Recreation	Mountain Biking	Outdoor Recreation	Pizza Planning Party
League Play	Flag Football	Outdoor Recreation	Bike Mechanics	Special Events	Balloon Fiesta Park
League Play	Ultimate Frisbee	Outdoor Recreation	Information Presentations	Special Events	Indoor Track
League Play	Youth (Tackle) Football	Outdoor Recreation	Equipment Loans	Tennis	Open Play
Adult Sports	Softball	Outdoor Recreation	Helmet Giveaway	Tennis	Drop In Program
Adult Sports	Basketball	Outdoor Recreation	Climbing Walls	Tennis	Lessons
Adult Sports	Flag Football	Outdoor Recreation	Climbing Trips	Tennis	Leagues

While the above list is relatively lengthy, there are a variety of program types not offered that are consistent with a diversified best practice recreation service. Instructional, art, craft, and personal development offerings are largely lacking, special events (though typically large) are minimal, and there is only strong emphasis presently placed in outdoor recreation activities and league play. Indeed, of all activities provided, four (4) represent over 90% of the approximate 203,000 attendees as shown in the graph below:

**Recreation Programs Primary Activities -
FY 2011**



Upon economic recovery, the City should consider expanding and diversifying its recreation program offerings particularly given the community offers the assets (parks and open spaces as well as various centers) to provide such recreation services. This will require further dedicated recreation-based long-range strategic planning, which should be undertaken in the mid-term and prior to any significant shifts in recreation service offerings.

Recommendations:

- Overall recreation cost recovery goals should be increased to 50% (long term, as practical). Program offerings should be continually analyzed to ensure that cost recovery goals are realized.
- Upon economic recovery, the City should consider expanding and diversifying its recreation program offerings and adjust staffing levels accordingly.

PARKS AND RECREATION DEPARTMENT

Management and Organizational Issues

Issue:

What are important organization and management issues that deserve further attention?

Current Situation:

In a city as large and diverse as Albuquerque a variety of issues related to organizational structure, systems management, major service delivery, etc. are often present, particularly under circumstances such as weakening economies, changing leadership, etc. The following, though not exhaustive, reflect some of what the project team believes are important organizational and management areas involving the Parks and Recreation Department, at minimum, and several other City departments in several instances.

Analysis and Discussion:

- Temporary / seasonal support staff are only employable for a maximum two (2) year tenure and not re-hirable. This impacts all departments using temporary / seasonal staff positions as well as the Parks and Recreation Department. Such employment restrictions is inconsistent with best practice as it does not take advantage of the knowledge-base and operational effectiveness gained by long-term seasonal / temporary staff willing to work part-time for many years. It is inefficient to hire new staff and re-train after every 2 year period. It is inefficient and ineffective for Human Resources and Departments to regularly initiate a new hiring and screening process for

temporary staff given this two-year restriction.

- Parks and Recreation, Family and Community Services, and Senior Affairs Departments have parallel missions in many respects that encompass a wide variety of social and recreational services often differentiated by age. Community Center operations, to include after school programs and gyms, are decentralized from the Parks and Recreation Department which is atypical. There are many re-organizational models and these three departments should be candidates for a re-organization initiative. Services are periodically blurred as to who is responsible (e.g., Community Centers are not in P&R and Aquatics provides services to FCS facilities; Senior Affairs operates a multi-generational program). This potentially creates end-user confusion, missed service opportunities, redundant services, etc. These three departments should organize under a form-follows-function basis with a clear, distinct and comprehensive sense of purpose or mission for each department. Functions would be grouped consistent with their periodic interaction, management systems, delivery of services, and are linked in some way, resulting in functional cohesion across distinct department operations. This could potentially increase effectiveness in service delivery and provide better utilization of available city staff resources.
- Information suggests that fees for various services (e.g., pool fees in Parks and Recreation) have not been raised for many years for a variety of city-based services. This impacts all fee-based departments. Whereas it is difficult to raise fees in times of economic constraint, failure to do so often results in significant budgetary difficulties as costs continue to escalate. In the absence of off-setting fee-based revenue increases, further fiscal-related issues will need to be addressed. Increase in fee-based revenues can enhance and help off-set the cost of city operations. Fee-based services should be used as frequently as possible to ensure end-users benefiting pay for services rendered.
- Parks planning, design and management, located within the Parks and Recreation Department, reflects decentralization of City-wide services. Horizontal infrastructure (e.g., concrete, asphalt, plumbing, electrical, etc.) construction and maintenance is also decentralized in the City with the Department having its own maintenance/construction personnel for these assets. While there are many 'decentralized' models with respect to the delivery of service, the project team generally finds that centralized (one departmental point of contact) support services such as facility maintenance functions; project planning, design, and construction, etc., are ultimately the most efficient (due to economies of scale) while usually being as effective if a customer service focus is made paramount. **These centralized plans of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different departments providing service to the

public is minimized. The structure enhances shared knowledge and understanding among organizations with similar mission goals and objectives. The channels of communication are clear and consistent. The City should consider centralization of service under 'one authority' a best practice pursuit.

Recommendations:

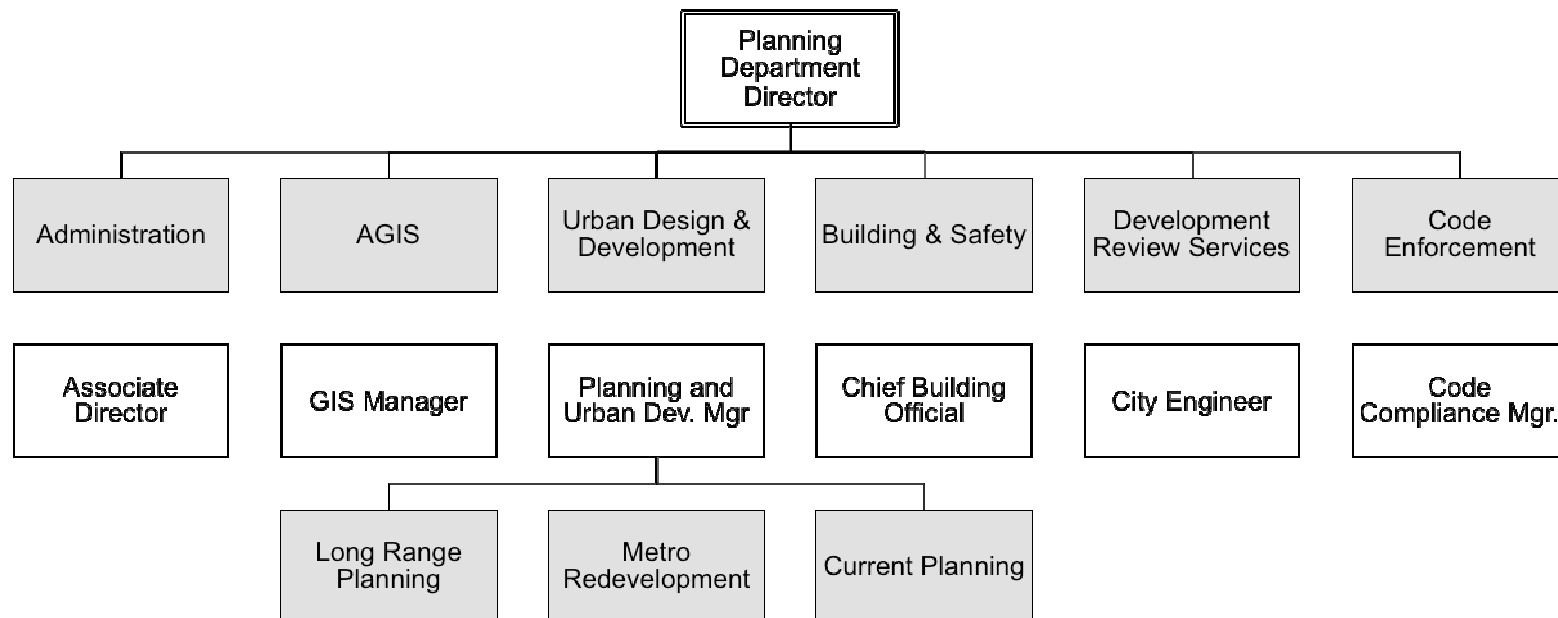
- **Engage in a comprehensive fee for service study in P&R (and all departments) and implement results.**
- **Consider centralization of all facility maintenance functions in one department (e.g., Department of Municipal Development). Explore other centralization options where same services are provided across multiple departments.**

15. PLANNING DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of the Planning Department.

1. DEPARTMENT SUMMARY

The Planning Department is composed of five divisions: Administration, AGIS, Urban Design and Development, Building and Safety, Development Review Services, and Code Enforcement. The overall plan of organization of the Planning Department is shown in the following chart:



2. SUMMARY OF BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Planning Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
AGIS			
GIS has been developed regionally with the City and the County sharing resources to develop a regional system.	√		
AGIS uses industry-standard GIS software.	√		
AGIS has developed a GIS master plan.	√		
GIS has been deployed citywide	√		
AGIS has expanded accessibility to GIS by implementing integrated web-based solutions through the City's intranet and internet connectivity	√		
AGIS has created and maintained complete and accurate metadata for all GIS data layers	√		
AGIS has integrated available data into a standard format in a centralized data store accessible to all relevant departments	√		
AGIS provides training and education materials for all levels of GIS users		√	
KIVA and GIS are integrated		√	

Best Management Practice	Yes	No	Unk.
Permit Center			
A one-stop shop or Permit Center exists for submittal of permit applications with all of the key divisions / departments involved in the building permit plan check process assigned to and located in the Building Services Permit Center		√	
The Permit Center paraprofessional staff that provide counter services are ICC certified as building technicians		√	
The Permit Center paraprofessional staff are utilized to provide over-the-counter, same day building permit plan check services for single trade permits (mechanical, electrical, and plumbing) and simple building permit plans (e.g., decks, spas, kitchen remodels – non structural, tenant improvements – non-structural and non-restaurant, etc.)		√	
Over-the-counter, same day building permit plan checking amounts to 50% of all building permits issued.		√	
Over-the-counter, same day building permit plan checking is provided at no extra cost.		√	
Building permit applicants for single building permits can obtain their building permits over the Internet using the City's automated permit information system.		√	
The process for plan checking of simple building permit plans has been simplified and streamlined.		√	
Building and Safety Division			
Inspection requests are responded to within one workday of the request.	√		
An automated voice-activated inspection request system is utilized to receive inspections with linkage to the automated permit information system.		√	
Combination inspectors are utilized to respond to inspection requests.		√	
Building inspectors use automated input devices to record inspection results or to display inspection history while in the field.		√	

Best Management Practice	Yes	No	Unk.
Building permit plan checking is accomplished in parallel by all of the departments/divisions involved in the process. Plans are distributed simultaneously to all of the departments/divisions for plan checking.		√	
Templates of sample plans for the most common type of building permit applications are provided on-line to help in reducing application errors and processing times for less complicated projects.		√	
The number of departments/divisions that are routed building permit plans for plan checking has been streamlined.		√	
The Building & Safety Division provides zoning clearance for simple building permit plan checks		√	
A summary of the most common defects for building permit plans are posted to the Division's web site by type of project such as small projects, large projects, electrical, mechanical, plumbing, etc.		√	
The Building and Safety Division manages the building permit plan check process – the plan checking of building permit plans by all of the divisions / departments - to resolve conflicting conditions / comments, assure plan checking occurs in accordance with cycle time objectives, and act as the single point-of-contact with the applicant.		√	
Actual cycle time for completion of the first or initial plan check approximates 14 calendar days for single-family additions		√	
Actual cycle time for completion of the first or initial plan check approximates 21 calendar days for single-family residence new.		√	
Actual cycle time for completion of the first or initial plan check approximates 14 calendar days for tenant improvements.		√	
Actual cycle time for completion of the first or initial plan check approximates 14 calendar days for multi-family residences.		√	
The cycle time objectives for plan checking are posted to the Division's web site.		√	
Urban Design and Development			
Authority for approval of land entitlement permits is "delegated" in the Zoning Ordinance to a clearly identified authority, such as a Zoning Hearing Officer.	√		

Best Management Practice	Yes	No	Unk.
Authority for approval of minor land entitlement permits is “delegated” in the Zoning Ordinance to staff.		√	
Staff of the Urban Design and Development Division provides intake of land entitlement permits.		√	
Cycle time objectives have been set for the length of time for completion of processing of land entitlement permits, and are posted to the Division’s web site.	√ (Posted on ZHE web site)		
Actual processing time for completion of processing of land entitlement permits is collected using the automated permitting system to enable a comparison to these cycle time objectives.		√	
The Planning Division has adopted and published a schedule that identifies that if an application is submitted by a pre-scheduled and specific date, that it will be scheduled for an initial hearing by a specific date.		√	
The applicant is informed of the cycle time objectives for action on an application when application is submitted.		√	
The general plan is up-to-date and provides a vision for future development of the City		√	
The Planning and Urban Development Manager manages all of the advanced planning and current planning staff in the Planning Department.		√	
An up-to-date zoning ordinance is available that is easy for staff to interpret and understand, includes an index to make sections of the ordinance easy to locate, and is consistent with the general plan.		√	
The sector plans are up-to-date, provide a vision for the development of these sectors, and the number sector plans is not excessive.		√	
Development Review Services			
Staff of the Development Review Services Division use KIVA to document corrections to permits, conditions of approval, and cycle time.		√	
Development Review Services staff are empowered to approve / disapprove minor permits (e.g., extensions of subdivision agreements, minor site development permits for building permits, minor – preliminary final plat approval, extension of subdivision improvement agreement for temporary deferral of sidewalk construction, lot line adjustments, lot line eliminations, etc.)		√	

Best Management Practice	Yes	No	Unk.
Cycle time objectives have been set for the length of time for completion of processing of engineering permits, and are posted to the Division's web site – including using KIVA to collect and report the actual amount of calendar days required for processing of the land entitlement permits.		√	
Actual processing time for completion of processing of engineering permits is collected using the automated permitting system to enable a comparison to these cycle time objectives.		√	
The Development Review Services Division has adopted and published a schedule that identifies that if an application is submitted by a pre-scheduled and specific date, that it will be scheduled for an initial hearing by a specific date.	√ (Posted on ZHE web site)		
The applicant is informed of the cycle time objectives for action on an application when application is submitted.		√	
Code Compliance			
Staff of the Code Compliance Division use KIVA to accept complaints, document violations, corrections, and cycle time.	√		
The Code Compliance Division conducts proactive enforcement, and proactive cases represent a substantive proportion of the caseload.			√
The Code Compliance Division performs regular risk assessments to target inspections and allocate resources by area and need (e.g., routine neighborhood assessments).		√	
The Code Compliance Division ranks code violation complaints in order of priority and schedule inspections accordingly (e.g., respond to police referrals in 8 hours).		√	
The Code Compliance Division provides financial assistance (e.g., grants, low-interest loans or deferred payment schedules) to cited properties or targeted, high-risk neighborhoods, using CDBG or local funds to offset improvement costs (e.g., repair services and supplies).		√	
The Code Compliance Division provides an initial response to all code enforcement complaints within 5 days of assignment.			√ (Insuf. Data)
The Code Compliance Division closes at least 80% of the assigned code compliance cases within 30 days of receipt of the case, and closes 90% of cases within 45 days.			√ (Insuf. Data)

Best Management Practice	Yes	No	Unk.
The Code Compliance Division utilizes an administrative enforcement process as a first response.		√	
The Code Compliance Division sponsors “cleanup events” with neighborhoods a partnership between the Division and neighborhood associations in an effort to clean up properties by getting rid of unused items and junk.		√	
Code Compliance Officers are assigned to geographic areas and are responsible for all of the housing, zoning, and property maintenance violations within that geographic area.		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team’s analysis, the City should make several changes to the Planning Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
AGIS		
Should AGIS staff allocate approximately one-half of their available work hours to map generation for GIS users (versus the GIS users being trained to generate the maps themselves)?	The staff in the divisions / departments for whom AGIS is providing these maps should be provided training in the development of maps using GIS. AGIS should reduce the dependency on AGIS staff to develop these maps by increasing the GIS skills in these divisions / departments.	\$25,000
Should Kiva and GIS be integrated?	Kiva and GIS should be integrated to leverage the City’s investment in both platforms.	\$0

Issue	Analysis and Recommendations	Cost / (Savings)
Permit Center		
Should the City establish a multi-discipline “one-stop” center? Currently, a one-stop permit center does not exist in terms of co-location of all of the participants in the one-stop center. Development Review Services (including hydrology and transportation) is located across the hall on the same floor as the Building Services Center. Fire is located is the 5th floor. Environmental Health located in the basement. Solid Waste is located in the basement.	The City should establish a “one stop” permit center that co-locates all of the critical participants in one location including Building and Safety, Planning, Development Review Services, and Fire.	\$0
Should the Building and Safety Division provide an express permit plan check service that does not require an additional payment for that service e.g., FasTrax?	The Building and Safety Division should provide a express permit / over-the-counter plan check service that does not require an additional payment for that service for simpler building permits and that extends beyond single trade permits (e.g., single family remodels, tenant improvements less than 5,000 SF, etc.) that do not involve structural changes or restaurants. This will result in a loss of revenue for FasTrax (\$515,000) but also the elimination of contract / temporary staff for providing these services (\$170,000)	(\$345,000)
Should single trade permits be plan checked by the Inspection Supervisors?	Single trade permits should not be plan checked by the Inspection Supervisors. Single trade permits should be plan checked over-the-counter by ICC-certified Building Technicians located in the One-Stop Permit Center.	\$0
Should the Building and Safety Division issue single-trade permits (MEP) over the Internet using KIVA?	The Building and Safety Division should issue single-trade permits (mechanical, electrical, plumbing) over the Internet using KIVA. The Permit Center should issue not less than 15% to 20% of building permits on-line using the Internet and the automated building permit information system. This is not an <u>immediate</u> cost savings issue; this is a better customer service issue. When implemented, it would enable more timely plan check service for those permits that do require a full plan check. When implemented, it would enable a reduction of counter technician positions.	\$0

Issue	Analysis and Recommendations	Cost / (Savings)
Should four (4) zoning enforcement officers assigned to the Building Services Center by the Code Compliance Division continue to plan check building permit plans for zoning compliance, verify the address, etc.?	These four (4) zoning enforcement officers should continue to be assigned to the Building Services Center, but should be reclassified as Permit Technicians, and be incorporated into the One-Stop Permit Center organization.	\$0
Building and Safety		
Should the Building and Safety Division continue to use the trades inspector concept, versus combination inspectors.	The Division should convert to combination inspectors for residential and commercial inspections.	(\$145,000)
Should a One Planning Assistant (clerical) position be provided for each of the inspection "silos" or trades (building, plumbing / mechanical, electrical)?	With the acquisition of an Interactive Voice Response system that is integrated with KIVA and mobile and mobile data devices for building inspectors, the four (4) Planning Assistant (clerical) positions that are provided for each of the Chief Inspectors should be eliminated.	(\$185,000) and \$124,000 one-time capital outlay
Should the Building and Safety Division develop building permit plan check cycle time objectives?	The Building and Safety Division should develop building permit plan check cycle time objectives.	\$0
Is the number of divisions / departments currently involved in plan checking simple permit plans e.g., tenant improvements, single family additions, etc. necessary?	The number of divisions / departments currently involved in plan checking simple permit plans e.g., tenant improvements, single family additions, etc. should be reduced. Simple permit plans should be plan checked by the Building and Safety Division itself, and not other divisions / departments.	\$0
Should building permit plan checking continue to be conducted using a sequential process?	Building permit plan checking should be accomplished using a parallel or concurrent process?	\$0
Should the Building and Safety Division utilize a case manager process to manage building permit plan checking?	The Building and Safety Division utilize a case manager process to manage building permit plan checking. These are NOT new positions; this involves the assignment of project management responsibilities to existing positions, and represents a prevailing practice.	\$0

Issue	Analysis and Recommendations	Cost / (Savings)
Urban Design and Development		
Should the general plan and the zoning ordinance be updated?	The general plan should be comprehensively updated. The zoning ordinance should be updated.	\$0
Should the number of sector (specific) plans (40 + / -) be reduced and should the sector (specific) plans be updated?	The number of sector (specific) plans should be reduced, and those sector (specific) plans that are older than 10 years should be updated.	\$0
Should Development Review Services provide intake of land entitlement permits?	The One-Stop Permit Center should provide intake of land entitlement permits.	\$0
Should the Urban Design and Development Division develop land entitlement permit plan check cycle time objectives?	The Urban Design and Development Division develop land entitlement permit plan check cycle time objectives.	\$0
Development Review Services		
Should minor permits require the approval of the Development Review Board?	Minor permits should be approved at the staff-level, and not require the approval of the Development Review Board.	\$0
Should Development Review Services have access to and utilize KIVA?	Development Review Services should have access to and utilize KIVA.	\$5,000
Should the Development Review Services Division develop engineering plan check cycle time objectives?	The Development Review Services Division should develop engineering plan check cycle time objectives.	\$0
Should the four (4) planning staff in Development Review Services that process land entitlement permits be located in that division or the Urban Design and Development Division?	The four (4) planning staff in Development Review Services that process land entitlement permits should be reassigned to the Urban Design and Development Division.	\$0
Should streets longer than 750' require City Council approval for entering into a subdivision agreement?	Streets longer than 750' should not require City Council approval to enter into a subdivision agreement.	\$0

Issue	Analysis and Recommendations	Cost / (Savings)
Code Compliance		
Should code enforcement be organized in "silos" - one for zoning enforcement and another for housing enforcement? Different staff are assigned to the same geographic areas – one for zoning enforcement and the other for housing enforcement.	Code enforcement staff should be organized geographically with code enforcement officers assigned to specific “beats” and responsible for both zoning and housing enforcement within that beat.	\$0
Is the Research Specialist position in the Code Enforcement Division efficiently utilized?	There is insufficient workload to warrant the Research Specialist position in the Code Enforcement Division. The position should be eliminated.	(\$70,000)
Should Code Enforcement have the ability for administrative enforcement of cases, and not rely solely on criminal prosecution?	Code Enforcement should have the ability for administrative enforcement of cases	\$0
Should Code Enforcement have the ability to assist low and moderate income property owners correct code violations by providing CDBG funds?	Code Enforcement should have the ability to assist low and moderate income property owners correct code violations by providing CDBG funds in the form of grants or low interest loans.	\$0
Does the Code Enforcement Division need two (2) managers, and three (3) supervisors?	The number of managers and supervisors in the Code Enforcement Division should be reduced	(\$174,000)

Issue	Analysis and Recommendations	Cost / (Savings)
Planning Department		
Should the City replace KIVA, a legacy automated permitting information system?	<p>The City should replace KIVA.</p> <p>However, before the City proceeds any further, it should first conduct a business case analysis and feasibility study of the replacement of KIVA, including developing realistic one-time and ongoing cost estimates. Staff or consultants familiar with the replacement of these systems should conduct this study.</p> <p>Before the City proceeds any further, the Office of the Mayor should develop a written policy and procedure that states that any automated permitting information system that replaces KIVA shall be full utilized by all divisions / departments involved in the permitting process.</p>	\$75,000

Additional details regarding each of the above issues can be found in the following pages.

AGIS

Training of Non-GIS Staff in Map Production

Issue:

Should AGIS staff allocate approximately one-half of their available work hours to map generation and production for GIS users (versus the GIS users being trained to generate the maps themselves)?

Current Situation:

The AGIS is authorized five positions: a GIS Manager and four (4) GIS Coordinators. The GIS Manager estimated that one-half of their available work hours were allocated to map generation and production for GIS users.

Analysis and Discussion:

AGIS fulfills a number of important functions. These include, for example:

- Maintenance of the base map for the City and the County;
- Maintenance of the address layer; and
- Maintenance of the centerline layer.

A *GIS Implementation and Assessment Roadmap* completed by ESRI in 2008 identified a number of opportunities for improvement. Some of these opportunities, such as creation of a GIS Steering Committee, have been or are being acted upon. Others are more problematic. Addressing these opportunities will be problematic as long as AGIS allocates one-half of its available work hours to map production and generation. Implementation of the *Roadmap* should, of course, involve more departments than just AGIS, but the leadership for its implementation should be provided by AGIS. Furthermore, until the *Roadmap* has been substantially implemented, it is pointless to consider updating the document.

AGIS should develop a training course for City employees in how to use GIS to develop maps. For some classifications, such as Planners, attendance should be mandatory. For some types of employees, development of maps is an essential part of their work. The training should include such items as the following:

- Downloading Data
- Starting a GIS Project
- Adding Data to a Project
- Symbolology
- Labeling
- Working with Frames
- Data
- Layout
- Scales and Units
- Legends and North Arrows
- Composition
- Exporting Maps

The AGIS should focus its efforts in the development of the GIS skills among divisions and departments that need to use spatial data in the performance of their work.

This training should not be provided by ESRI. That is an expensive option under any circumstances. Rather, this training should be provided by AGIS. This may require ESRI training of AGIS staff in how to provide training services, but the training should be provided by AGIS staff. Furthermore, this is not to suggest that all City staff should be trained in how to use GIS. There will be (or should be) “power users” in many departments, such as Planning, Police, Fire, Municipal Development, etc. These “power users” may require enhanced desktops to enable full utilization of GIS, but it is likely that many already have such enhanced desktops. Other cities have already begun this step to reduce reliance on GIS staff to produce maps. This includes simple training for most staff who need to run some simple spatial enquiries, generate reports and print standard maps. This training includes providing them with the skills in ArcView to begin to use the software for their GIS operations. This may require some one-on-one training on the use of GIS tools to extract and analyze geographic data and produce products containing that data for use by the City and its citizens. However, the AGIS needs to focus efforts on enhancing the GIS skill set throughout the organization.

Recommendations:

- AGIS should develop a training course for City employees in how to use GIS to develop maps. For some classifications, such as Planners, attendance should be mandatory.
- AGIS should develop a plan of implementation for the *GIS Implementation and Assessment Roadmap* for the review and approval of the Office of the Mayor.

AGIS

Integration of KIVA and GIS

Issue:

Should KIVA and GIS be integrated?

Current Situation:

At the present time, KIVA and GIS are not integrated.

Analysis and Discussion:

Coordination of information is essential for the benefit of the customer and staff in creating and maintaining quality infrastructure and providing effective service delivery. In order to achieve it, three objectives must be pursued by GIS:

- To utilize the GIS within an integrated technology framework;
- To communicate with and coordinate among the various departments using that integrated framework so that employees and customers do not have to access multiple information platforms to access data; and
- To deploy GIS data and technology widely to each desktop to facilitate re-engineered workflows to better serve the customer.

True enterprise GIS projects are by nature comprehensive, detailed and expensive undertakings and the benefits can

be elusive if these systems are isolated. The lack of integration to embed GIS technology seamlessly into the organization is most often the reason for its deterioration and for the failure to achieve the full organizational potential possible with GIS.

For example, a parcel on a GIS layer can have any number of attributes associated with it, such as ownership information, zoning, and land entitlement and building permit history. These attributes reside in a database table or can be accessed through links to other databases such as KIVA. As expected, a majority of the Planning Department's business process can be tied to some geographic component. This seemingly endless ability to link to descriptive business data to mapped features give GIS an unparalleled advantage if utilized.

Numerous other public agencies have linked their automated permitting information systems with GIS for a decade or more, including Mecklenburg County, North Carolina; Hamilton County, Ohio; Phoenix, Arizona (which uses KIVA); the City and County of Honolulu, Hawaii; Kansas City, Missouri (which uses KIVA); and San Diego County (which uses KIVA). This is not "cutting edge" technology or business practices. The linkage of the two systems will require that the KIVA systems administrator in the Planning Department and AGIS to work together to develop a written plan for integration of the two systems, for the review and approval of the Office of the Mayor. This written plan should be based upon research conducted by the KIVA systems administrator in the Planning Department and AGIS regarding how other KIVA users have linked ESRI GIS to KIVA.

Recommendations:

- **The GIS Manager should work with the System Administrator for KIVA to integrate KIVA and ESRI GIS. The KIVA systems administrator in the Planning Department and AGIS should work together to develop a written plan for integration of the two systems for the review and approval of the Office of the Mayor. This written plan should be based upon research conducted by the KIVA systems administrator in the Planning Department and AGIS regarding how other KIVA users have linked ESRI GIS to KIVA.**
- **The GIS Manager should provide training to the professional staff of the Planning Department regarding how to use the linkage between KIVA and GIS in their work.**

Permit Center
Establishment of a One-Stop Center

Issue:

Should the City establish a multi-discipline “one-stop” center?

Current Situation:

Currently, a one-stop permit center does not exist in terms of co-location of all of the critical participants in a one-stop center. Engineering is located across the hall on the same floor as the Building Services Center. Fire is located on the 4th floor. Hydrology and Transportation are located on the 1st floor, but across the hall from the Building Services Center in the Planning Services Center. Planning and Development Review Services are located across the hall in a separate permit center.

Analysis and Discussion:

The City does not have a one-stop permit center: it has two located across the hall from each other. One of these one-stop permit centers is the Building Services Center, while the other is the Planning Services Center. The Matrix Consulting Group has worked with numerous agencies that have faced space limitations, but have still been able to co-locate the necessary disciplines to enable the City to issue building permits over-the-counter. Those staff that process permits behind the counter – in other words, those permits that will require formal plan checking – do not need to be located in the Permit Center. There is sufficient space available.

The City should consolidate staff, necessary to enable the City to issue a wider and more extensive array of permits over-the-counter, in a one-stop center that includes staff from the Building and Safety Division, Urban Design and Development Division, Development Review Services Division, and Fire Prevention Division. There is sufficient space available to accomplish this objective. A new larger facility is NOT necessary. The consolidation of these staff should focus on creating a single point of contact with centralized permit processing so that the applicant does not have to take their permit across the hall to the Planning Services Center, to the fourth floor to Fire Prevention, etc. Simple types of permits should be issued over-the-counter on the same day as the application is received.

Key aspects of the establishment of a one-stop center should include:

- Permit counter staff should be trained in KIVA input requirements, to effectively execute the permit processing requirements for Building and Safety, Urban Design and Development, Development Review Services, and Fire Prevention.
- Meaningful goals and objectives by which to measure the performance of the one-stop permit center should be developed before it is established and measurements systems developed.
- Successful one-stop permit centers generally employ a “concierge” position that utilizes knowledgeable staff persons to screen and direct applicants, dispense information to applicants, and to conduct simple building permit plan check over-the-counter including zoning clearance, and issue simple engineering permits over-the-counter including encroachment permits for construction in the City right-of-way, excavation permits, driveway permits, etc. The one-stop center should employ such a position classification – an ICC certified Permit Technician.
- The two (2) Planning Assistant II’s assigned to the Planning Services Center should be reallocated to the Building Services Center, reclassified as Permit Technicians, and utilized for the intake of building, planning, and engineering permits and plans including verification of addresses and zoning clearance, plan checking of simple building permit plans e.g., single trade permits, and issuance of permits including cashiering. (This does not refer to the Planning Assistant positions assigned to the Chief Inspectors).
- Clear guidelines, checklists and other instructions should be developed for both staff and applicants to assist in the successful navigation through the land entitlement and the building permit processes.
- A Permit Center Manager should be responsible and accountable for managing service delivery within the One-Stop Permit Center, supervising the staff of the Building and Safety Division assigned to the One-Stop Permit Center, and assuring the responsiveness of the services provided by other staff from other divisions / departments assigned to the One-Stop Permit Center e.g., Development Review Services, Fire Prevention, etc.

Recommendations:

- **The City should establish a “one stop” permit center that co-locates all of the critical participants in one location including Building and Safety, Planning, Development Review Services, and Fire Prevention. Staff from each of these functions should be co-located in the Building Services Center. The Building Services Center should be re-titled as the “One Stop Permit Center”.**
- **The Green Building Program Manager should be reclassified as the Permit Center Manager, and be responsible and accountable for managing service delivery within the One-Stop Permit Center. The Permit Center Manager should report to the Planning Director.**
- **The One Stop Permit Center should be established as a separate organizational unit with its own cost center and budget.**
- **The Building and Safety Division, the Urban Design and Development Division, and the Development Review Services Division should develop clear application guides, checklists, and applicant instructions.**
- **The two (2) Planning Assistant II’s assigned to the Planning Services Center should be reallocated to the Building Services Center, reclassified as Permit Technicians, and utilized for the intake of building, planning, and engineering permits and plans including verification of addresses and zoning clearance, plan checking of simple building permit plans e.g., single trade permits, and issuance of permits including cashiering (in addition to the other Permit Technicians).**

PERMIT CENTER

Express Plan Check Service

Issue:

Should the Building and Safety Division provide an express permit plan check service that does not require an additional payment for that service (e.g., FasTrax)?

Current Situation:

FasTrax is an optional fee-based building permit plan check service. It provides for reduced time for plan review with an assigned plan expeditor and Guaranteed initial plan review completion date.

Analysis and Discussion:

The Building and Safety Division should provide express plan check services for some types of permits without an additional fee.

ICC-certified Permit Technicians, a proposed new paraprofessional classification, should be utilized for intake of building, planning, and engineering permits and plans in the One-Stop Permit Center including verification of addresses and zoning clearance, plan checking of simple building permit plans e.g., single trade permits, and issuance of permits including cashiering.

Overall, the process for intake and plan check of simple building permits should be simplified. Only two desks in the Permit Center should be involved in the plan check of simple building permit plans: Reception and Permit Processing (or the ICC-certified Permit Technicians at Permit Processing Desks). The Chief Inspectors or Construction Plans Examiners from the Building and Safety Division should not be involved in intake and plan check of simple building permit plans unless requested by the Permit Technician. The Code Compliance Division should not be involved in intake of simple building permit plans.

A Construction Plans Examiner or Plan Checker should be utilized – on a rotating basis (e.g., counter plan checker of the day) – for plan checking of building permit plans that are somewhat more complex – and should not be plan checked by Permit Technicians – but should still be plan checked over-the-counter. These would include Residential

Additions or Remodels (less than 500 square feet and single story), and Minor Tenant Improvements (less than 5,000 square feet, non-structural, and no food service). As will be indicated later in this chapter, these is sufficient levels of staffing given existing plan check workload to enable assignment of a Construction Plans Examiner or Plan Checker to the counter.

The Permit Center should clarify on a web page for the One Stop Permit Center those types of permits that will be plan checked over-the-counter, and that would only involve intake and plan check by Permit Technicians. The Matrix Consulting Group recommends that the types of building permits defined in the table below should be issued over-the-counter and should involve only the Permit Technicians. This represents a significant expansion of the types of permits issued over-the-counter, which, at present, do not even include single trade permits.

Types of Building Permits That Should Be Issued Over-The-Counter	
Mechanical Permits	Patio Enclosure Pre-fab
Plumbing Permits	Pools
Electrical Permits	Photovoltaic Systems
Bathroom Remodels	Portable Package Spas
Block Walls	Retaining Walls
Carport	Re-roofs
Chimney Repairs	Residential Additions or Remodels (less than 500 SF and single story)
Decks	Residential Electrical Meter Upgrades
Detached accessory structures <120 square feet	Sewer Lateral Replacement
Dry Wall	Siding
Fences <6 feet	Signs
Garage	Skylight Installation
Gas Line Repairs	Solar Systems – Pools
Kitchen Remodel	Siding or Stucco Applications
Masonry Chimney Repairs	Storage Sheds, 1-story detached
Minor Tenant Improvements (less than 5,000 square feet, non-structural, and no food service)	Temporary Power Poles
Patio Covers	Water Service Line Replacement
	Window Replacements and New Installations

Not less than 50% to 60% of the building permits should be issued over-the-counter (same day) or over the Internet using KIVA (as noted in the following recommendation).

Recommendations:

- **The City should establish a new paraprofessional classification of Permit Technician. The Permit Technician should be a two-step classification: Permit Technician I and II. Progression to the Permit Technician II should be dependent on obtaining ICC certification as a Building Technician. All of the Planning Assistants assigned to the Building Services Center and to the Planning Services Center should be converted to Permit Technicians with the requirement that the incumbents obtain ICC certification as a Building Technician. All of these Permit Technicians, including the positions from the Planning Services Center, should be assigned and physically located in the One-Stop Permit Center.**
- **The process for intake and plan check of simple building permits should be simplified. Only two desks in the Permit Center should be involved in the plan check of simple building permit plans: Reception and Permit Processing (or the Permit Technician at the Permit Processing Desks). The Permit Technicians should also provide zoning clearance and verify the address of the permit applicant.**
- **A Construction Plans Examiner or Plan Checker should be utilized – on a rotating basis (e.g., counter plan checker of the day) – for plan checking of building permit plans that are somewhat more complex – and should not be plan checked by Permit Technicians – but should still be plan checked over-the-counter. These would include Residential Additions or Remodels (less than 500 square feet and single story), and Minor Tenant Improvements (less than 5,000 square feet, non-structural, and no food service).**
- **The Code Compliance Division should not be involved in the intake of any building permits.**
- **The Chief Inspectors or Construction Plans Examines from the Building and Safety Division should not be involved in intake and plan check of simple building permit plans unless requested by the Permit Technician.**
- **The Permit Center should clarify on a web page for the One Stop Permit Center those types of permits that will be plan checked over-the-counter, and that would only involve intake and plan check by Permit Technicians.**

PERMIT CENTER

Issuing Single Trade Building Permits Over the Internet Using KIVA

Issue:

Should the Building and Safety Division issue single-trade permits (Mechanical, Electrical, Plumbing) over the Internet using KIVA?

Current Situation:

At the present time, the Building and Safety Division does not issue building permits over the Internet using KIVA.

Analysis and Discussion:

Other local governments that use KIVA are already using that information system to issue single trade permits over the Internet.

Building permits that do not (or should not) require a plan check, such as single trade permits, often known as over-the-counter permits, are well suited to online permit processing. Similar to e-commerce transactions, such as buying products from a website, this activity involves credit card processing and the printing of a permit. Online processing of permit applications can be as basic as automating only the front-end information collection process or as complete as full automation of the entire over-the-counter permit transactions. The Matrix Consulting Group would recommend that not less than 15% to 20% of the building permits should be issued on-line using the Internet.

At their own personal computer, applicants can apply for a building permit, schedule an inspection, and print the permit and receipt. Credit card payments are secured through the use of encryption technology. Applicants can setup their access so that basic information does not need to be re-entered for multiple transactions.

An ICC-FIATECH survey in late 2008 found that on-line permit processing was the fastest growing information technology application for building and safety divisions, and jurisdictions that employ on-line permit processing report 40% to 50% savings in both customer and staff time versus traditional over-the-counter permitting systems. Louisville, Kentucky, for example, reported a 50% time reduction.

The automated permitting information system should provide the capacity for applicants to complete a permit application via the Internet. Ideally, applicants complete online forms and hit a “send” button to transmit the application to the City’s permit database. The automated permitting information then processes, reviews, approves, and stores completed permits. The permit system then generates a permit for the applicant. Applicants can pay for permits using a credit card.

There are a number of public agencies throughout the United States that are using this capacity. Examples include the cities of Chula Vista, Concord, Roseville, San Jose, Sunnyvale, San Diego, Santa Monica, and Santa Rosa. Local governments that utilize KIVA are also issuing single trade permits over the Internet.

The Permit Center should implement a similar feature for their simple building permits, including the full automation of the entire over-the-counter permit transaction. Initially, this would include only single trades permits with examples of reroofs, gas line replacements, sewer lateral replacements, tub and shower replacements, water heater replacements, water service line replacements, electrical panel replacements (excluding new electrical panel in a different location, a new electrical panel larger than 200 amp, additional sub-panels with the new electrical panel, and additional electrical work in conjunction with the new electrical panel installation), furnace replacements, spas, reroofs, etc.. Longer-term, this should be expanded to other types of permits such as residential kitchen remodels, residential bathroom remodels, and skylights.

Recommendations:

- **The Permit Center should use KIVA to enable applicants to complete and pay for simple building permit applications over the Internet. This should include the entire over-the-counter permit transaction. Initially, this would include only single trades permits with examples of reroofs, gas line replacements, sewer lateral replacements, tub and shower replacements, water heater replacements, water service line replacements, electrical panel replacements (excluding new electrical panel in a different location, a new electrical panel larger than 200 amp, additional sub-panels with the new electrical panel, and additional electrical work in conjunction with the new electrical panel installation), furnace replacements, spas, etc. Longer-term, this should be expanded to other types of permits such as residential kitchen remodels, residential bathroom remodels, and skylights.**
- **The Permit Center should issue not less than 15% to 20% of building permits on-line using the Internet and KIVA.**

Permit Center

Zoning Enforcement Officers

Issue:

Should the four (4) zoning enforcement officers assigned to the Building Services Center by the Code Compliance Division continue to plan check building permit plans for zoning compliance, verify the address, etc.?

Current Situation:

At the present time, the Code Compliance Division assigns four (4) Zoning Enforcement Officers to the Building Services Center to plan check building permit plans for zoning compliance, verify the address, etc.

Analysis and Discussion:

The Building Services Center presently “silos” its paraprofessional staff. Code Compliance assigns four (4) Zoning Enforcement Officers to the Building Services Center for zoning compliance, verify the address, etc. The Building and Safety Division assigns Planning Assistants to the Building Services Center with responsibility for intake and issuance of building permits. These staff should all be classified as Permit Technicians, be cross-utilized for intake of building, planning, and engineering permits and plans including verification of addresses and zoning clearance, plan checking of simple building permit plans (e.g., single trade permits, and issuance of permits including cashiering).

These four (4) zoning enforcement officers do not provide zoning enforcement, they provide services in the Permit Center related to the intake of permits. These four (4) zoning enforcement officers are underutilized in the performance of their duties (e.g., plan check building permit plans for zoning compliance, verify the address, etc.) These positions should be reclassified and **more effectively utilized to provide a wider array of services**, including the plan check of simple building permit plans (e.g., single trade permits, simple non-structural remodels, etc.) and the issuance of building permits.

Recommendations:

- **The four (4) zoning enforcement officers from the Code Compliance Division assigned to the Building**

Services Center should continue to be assigned to the Building Services Center, but should be reclassified as Permit Technicians, and be incorporated into the One-Stop Permit Center organization and budget. These positions should report to the Permit Center Manager.

- These four (4) zoning enforcement officers should no longer be utilized exclusively for zoning clearance, assign addresses, etc. This should be the responsibility of all of the Permit technicians assigned to the One-Stop Permit Center.

BUILDING AND SAFETY DIVISION

Combination Inspectors

Issue:

Should the Building and Safety Division continue to use the specialist inspector concept (e.g., electrical inspectors, plumbing / mechanical inspectors, building inspectors), or should it use combination inspectors?

Current Situation:

The Building and Safety Division is using the specialist inspector concept. The Division has eight (8) plumbing / mechanical inspectors, six (6) electrical inspectors, and eight (8) building inspectors.

Analysis and Discussion:

One of the 2010-11 legislative priorities for the *New Mexico Municipal League* was to “support regulation or legislation that would allow municipalities to share code compliance resources between local governments and to establish criteria for residential and commercial combination inspections.” Resolution 2010-2, adopted by the *New Mexico Municipal League*, stated that the “construction industry has placed a burden on municipalities to perform building inspections (general construction, plumbing, mechanical, and electrical) in a timely and more cost-effective manner.” The resolution further noted that “the many municipalities have an immediate need for multiple certified residential and commercial, and ‘Residential Combination’ and ‘Commercial Combination’ inspectors”, and that “many municipalities across the United States utilize the ICC certification of “Combination Dwelling Inspector” for all of their residential construction inspectors and “Commercial Combination Inspectors” for all of their commercial construction inspectors”. The *New Mexico Municipal League* concluded that it supported “multiple-disciplined, ICC ‘Residential Combination’, and

'Commercial_Combination' inspectors to allow all New Mexico municipalities the same flexibility in building inspections that the rest of the nation enjoys." The *New Mexico Municipal League* stated that it should take the lead on behalf of all municipalities in the state to "encourage CID to cooperate in the implementation of all New Mexico municipalities employing multiple disciplined residential, ICC 'Residential Combination', and 'Commercial Combination' inspectors, that applicable statutes and all CID rules should be reviewed and revised to allow cooperation and implementation of Policies by which municipalities may utilize multiple disciplined residential, ICC 'Residential Combination', and 'Commercial Combination' inspectors", and that "that CID rules should be amended to allow residential and/or commercial multiple disciplined or "ICC Combination" inspector candidates to qualify for additional inspection certifications with field experience in only one trade." Clearly the *New Mexico Municipal League* supports the use of combination inspectors. The reasons are obvious. Customer service can be improved by combining these functions with appropriate inspector training and support. This eliminates the need for people to have to deal with so many inspectors on the same job, and increasing inspection time efficiency. Dealing with all of these Inspectors is frustrating to the customer. It would be less cumbersome for the applicant to be able to deal with a single Inspector on the project. Additionally, it is estimated inspection trips to each residential or tenant improvement site could be reduced by 25%.

It is equally clear that CID has not changed the requirements to match those of other states.

The State requirements for inspectors with multiple certifications are presented below.

INSPECTORS WITH MULTIPLE CERTIFICATIONS INSPECTING IN A SECOND DISCIPLINE. In order to qualify as a "multiple inspector", an inspector properly qualified and certified in a primary discipline may conduct inspections in a secondary discipline if the following qualification requirements are met:

- (1) The inspector must pass the State certification examination in the second discipline.*
- (2) The inspector must become nationally certified in the secondary discipline within eighteen (18) months of State multiple-certification.*
- (3) The inspector must successfully complete a minimum of 40 hours of classroom training by the appropriate trade Bureau Chief, or a nationally certified inspector designated by the Bureau Chief.*
- (4) The inspector must successfully complete a minimum of 80 hours of field training by the Bureau Chief, or a nationally certified inspector designated by the Bureau Chief.*
- (5) The inspector shall perform only residential inspections in the secondary discipline, except as provided*

below in subsection 8 of this Section.

(6) The building department for which the inspector intends to work in the capacity of a secondary inspector must have a full-time inspector on staff as a properly certified primary in the discipline, and must provide supervision and oversight of the inspector working in the secondary discipline.

(7) The inspector serving as a multiple inspector will perform supplementary inspections in his secondary discipline to regularly assist the primary inspector in the region.

(8) If the inspector intending to work in the capacity of a secondary inspector has field experience in commercial, or received hands-on training in commercial under an inspector working as a residential and commercial primary inspector in the discipline at issue, and the field experience and/or hands-on training curriculum meets with the approval of the appropriate Bureau Chief, the secondary inspector may perform residential and commercial inspections in the secondary discipline.

The City should not wait for CID to change its rules regarding combination inspectors. The City should begin the process of qualifying its building inspectors in the building, electrical, plumbing, and mechanical trades. The plumbing / mechanical inspectors are already qualified in two different certifications: plumbing and mechanical. The inspection staff in other local governments in New Mexico have obtained this multiple certification. For example, the Chief Building Official in Doña Ana County (population 214,000) is certified at both the international and state levels as an inspector in building, plumbing, mechanical and electrical.

The City should begin the difficult task of cross training and cross certifying its building inspection staff. This will require that the City obtain approval from the State to begin this migration to the use of combination inspectors. The Chief Building Official should develop a written plan, for the approval of the Office of the Mayor, to initiate the process for migrating towards combination inspectors; the plan should define the steps necessary to obtain State approval. There are at least two areas of inspections, which should be consolidated, initially. They are:

- Residential combined inspections.
- Combined inspections for small tenant improvement projects.

It would seem logical to begin with the eight (8) Plumbing Mechanical Inspectors since these staff already have two of the four certifications necessary. To create a financial incentive, a new classification of Combination Inspector should be created with a higher level of compensation than that of Building Inspector.

The benefit to the City is the ability, through attrition and after completion of the cross training and cross certification of inspection staff, to reduce the number of Building Inspector positions – resulting in annual cost savings of \$145,000 annually. As the data in the table below indicates, the inspection staff appears underutilized (based upon inspection stops for the month of March 2012).

	Number of Building Inspection Stops	Number of Electrical Inspection Stops	Number of Plumbing / Mechanical Inspection Stops
Median Stops	66.00	63.00	78.00
Average Stops	66.33	70.81	79.05
25th Percentile	63.25	58.50	63.50
75th Percentile	72.50	76.75	91.75
12 stops / inspector	5.50	5.25	6.50
15 stops / inspector	4.40	4.20	5.20

Important points to note concerning the table are presented below.

- There are eight Building Inspectors assigned to building inspections. In March 2012, these inspectors received a median of 66 stops per day. The Matrix Consulting Group uses a productivity metric for building inspectors of 12 to 15 stops per inspector per day. In March 2012, the City needed between 4.4 building inspectors to 5.5 building inspectors.
- There are six Building Inspectors assigned to electrical inspections. In March 2012, these inspectors received a median of 63 stops per day. The Matrix Consulting Group uses a productivity metric for building inspectors of 12 to 15 stops per inspector per day. In March 2012, the City needed between 4.2 building inspectors to 5.3 electrical inspectors.
- There are eight Building Inspectors assigned to plumbing / mechanical inspections. In March 2012, these inspectors received a median of 78 stops per day. The Matrix Consulting Group uses a productivity metric for building inspectors of 12 to 15 stops per inspector per day. In March 2012, the City needed between 5.2 building inspectors to 6.5 building inspectors.

As the data indicates, the City needed fewer inspectors in March 2012 than authorized. The data also indicates that for each inspection trade, the number of inspectors required always exceeded a “whole” number. For example, 4.4 building inspectors to 5.5 building inspectors were required. By cross training and cross certifying the building inspectors, if there is insufficient number of building inspections to keep all of the inspectors busy just doing building inspections productive, these inspection staff can be utilized for electrical inspections or plumbing / mechanical inspections.

Altogether, the City appears to need between fourteen (14) to seventeen (17) inspectors for building inspections, electrical inspections, and plumbing / mechanical inspections. This compares to the twenty-two (22) inspection positions presently authorized.

Recommendations:

- **The City should begin the difficult task of cross training and cross certifying its building inspection staff. The Chief Building Official should develop a written plan, for the approval of the Office of the Mayor, to initiate the process for migrating towards combination inspectors; the plan should define the steps necessary to obtain State approval.**
- **There are at least two areas of inspections, which should be consolidated using combination inspectors, initially. They are:**
 - **Residential combined inspections.**
 - **Combined inspections for small tenant improvement projects.**
- **It would seem logical to begin with the eight (8) Plumbing Mechanical Inspectors since these staff already have two of the four certifications necessary.**
- **To create a financial incentive, a new classification of Combination Inspector should be created with a higher level of compensation than that of Building Inspector.**

BUILDING AND SAFETY DIVISION

Assignment of a Planning Assistant to each Chief Inspector

Issue:

Should a One Planning Assistant (clerical) position be provided for each of the inspection "silos" or trades (building, plumbing / mechanical, electrical)?

Current Situation:

At the present time, the Building and Safety Division assigns a Planning Assistant to each Chief Inspector for clerical support. This amounts to four Planning Assistants for the four Chief Inspectors.

Analysis and Discussion:

The project team has never encountered this level of clerical support for building inspection previously. With the deployment of technology in building inspection including Interactive Voice Response systems for building inspection requests and the use of mobile data devices for building inspectors to record inspection results, the extent of clerical support in most building and safety divisions has been reduced significantly.

The costs of an IVR would approximate \$80,000 in one –time capital outlay and \$8,000 in annual licensing costs. The mobile data devices would cost approximately \$44,000, and \$15,000 in annual replacement costs (with a three-year replacement cycle).

Recommendations:

- **The Building and Safety Division should acquire Interactive Voice Response (IVR) Systems to automate requests for building inspections; the IVR should be linked to KIVA. The Building and Safety Division should acquire and deploy twenty-two (22) mobile data devices for building inspectors.**
- **Upon acquisition and deployment of the IVR and mobile data devices, the four (4) Planning Assistant positions should be eliminated.**

BUILDING AND SAFETY DIVISION
Building Permit Plan Check Cycle Time Objectives

Issue:

Should the Building and Safety Division develop and adopt building permit plan check cycle time objectives?

Current Situation:

At the present time, the Building and Safety Division has not adopted formal building permit plan check cycle time objectives for all of the divisions / departments that are involved in the plan check process.

Analysis and Discussion:

To document the actual plan check cycle time, the project team used data provided by the Building and Safety Division and reported using KIVA. The data reflects the last six months of 2011 for commercial permits only. The results are presented in the table below.

Type of Commercial Permit	# of Permits	Average Cycle Time in Days
Commercial addition, less than 500 square feet	11	22.3
Commercial addition greater than 500 square feet	20	41.9
Commercial foundation	4	15.5
Commercial new	50	45.0
Commercial new (Green)	2	28.5
Commercial renovation	210	27.0
Commercial renovation (Green)	1	14.0
Commercial pool	1	26.0

Important points to note regarding the data contained in the previous table are presented below.

- These plan check cycle times represent the initial or first plan check only. Subsequent plan check cycle time are not tracked or monitored.
- Overall, these plan check cycle times should mostly be considered unacceptably lengthy and exceeding best practices.
- The plan check cycle time for commercial additions less than 500 square feet was 22 calendar days at the median. This type of building permit plan should typically be plan checked over-the-counter, same day.
- The plan check cycle time for commercial additions greater than 500 square feet was 41.9 calendar days at the median. This type of building permit plan should typically be plan checked in 21 calendar days, same day.
- The plan check cycle time for commercial buildings, new was 45 calendar days at the median. This type of building permit plan should typically be plan checked in 21 calendar days.
- The plan check cycle time for commercial renovations was 27 calendar days at the median. This type of building permit plan should typically be plan checked in 14 calendar days. (However, commercial renovations less than 5,000 square feet, not involving a restaurant or structural changes, should be plan checked over-the-counter, same day).

Overall, the actual plan check cycle time is simply too long, and does not meet best practices.

A number of steps should be take to address this problem. First, the building permits need to be triaged. The simple building permits should not be taken behind the counter for plan check, but should be plan checked at the counter. The simple types of permits such as residential additions less than 500 square feet, commercial additions less than 500 square feet, and commercial renovations less than 5,000 square feet, not involving a restaurant or structural changes should be plan checked over-the-counter, same day, and not require an extra fee (e.g., FasTrax).

Secondly, formal written cycle time objectives for building permit plan checking should be established and all of the divisions / departments held accountable for meeting these objectives by the Chief Building Official.

And thirdly, as will be suggested subsequently, the plan check process should be simplified.

Recommendations:

- **The plan checking of building permits should be triaged. The simple building permits should not be taken behind the counter for plan check, but should be plan checked at the counter. The simple types of permits such as residential additions less than 500 square feet, commercial additions less than 500 square feet, and commercial renovations less than 5,000 square feet, not involving a restaurant or structural changes should be plan checked over-the-counter, same day, and not require an extra fee (e.g., FasTrax).**
- **Formal written cycle time objectives for building permit plan checking should be established and all of the divisions / departments held accountable for meeting these objectives by the Chief Building Official.**
- **The cycle time objectives for plan checking should be posted to the Division's web site, and the Division should issue monthly reports regarding how successful the Division, and all of the other divisions and departments involved in the building permit plan check process, is in meeting these cycle time objectives.**

BUILDING AND SAFETY DIVISION

Streamlining and Simplification of the Building Permit Plan Check Process

Issue:

Is the number of divisions / departments currently involved in plan checking simple permit plans (e.g., tenant improvements, single family additions, etc.) necessary?

Current Situation:

There are many more divisions and departments involved in the building permit plan check process than necessary, particularly for simple building permits. For example, a tenant improvement not involving a restaurant is routed to Zoning, Hydrology, Transportation, Fire Prevention, Solid Waste, Environmental Health, and Building and Safety (to a Construction Plans Examiner and to a Chief Inspector for MEP). A single-family addition without sprinkler requirements is routed to Zoning, Hydrology, Transportation, and Building and Safety (to a Construction Plans Examiner and to a Chief Inspector for MEP). A new commercial building is routed to Zoning, Hydrology, Transportation, Fire Prevention, Solid Waste, Environmental Health, and Building and Safety (to a Construction Plans Examiner and to a Chief Inspector for MEP). This is an illogical level of complexity.

Analysis and Discussion:

Other local governments have reduced the number of building permit plans that are routed to divisions / departments other than the Building and Safety Division by expanding the scope of responsibility of the plans examining staff in the Building and Safety Division to include, for example, zoning clearance. This eliminates the need for building permit plan checking of simpler building permit plans by the Planning Division.

The Building and Safety Division should take steps to reduce the number of divisions / departments that plan check building permit plans. The Matrix Consulting Group recommends the Division review the routing of building permit plans to assess if all divisions / departments need to review these plans. A possible routing is presented in the table below.

Type of Plan	Proposed Routing						
	Building & Safety	Planning	Fire Prevention	Engineering	Water & Power	Env. Health	Police
Single Family Interior Alteration	X						
Single Family Addition	X						
New Multi-Family	X	X	X	X	X	1	X
Minor Tenant Improvement (<5,000 square feet)	X					2	
Major Tenant Improvement	X		X			2	X
Commercial Addition	X	X	3	X	X		
New Commercial Shell / Tenant Improvement	X	X	X	X	X		X

- 1 Environmental Health would receive a set of building permit plans only if a pool was proposed for construction
- 2 Environmental Health would receive a set of building permit plans only if a restaurant was proposed for construction
- 3 Fire Marshal's Office would only receive a set of plans if the addition proposed amounted to more than 5,000 square feet. The office would continue to receive fire sprinkler / alarm plans

The Matrix Consulting Group believes the routing of building permit plans can be reduced, particularly for the smaller construction projects. The Chief Building Official should develop a proposal for review of the Planning Director, the affected divisions / departments, and the Office of the Mayor. This should consider the routing proposed in the table above.

With the use of KIVA, integrated with GIS, the responsibility for zoning clearance should be reassigned to the Building and Safety Division for minor tenant improvements, single-family alterations, and single-family additions. This would enable the staff of the Division to determine the development standards (e.g., setbacks) for building permit applications. This transition should not occur until Division plan checking staff has been trained in the use of GIS, GIS has been integrated with KIVA, and Division plan checking staff has been trained in applying the development standards.

Recommendations:

- **The Building and Safety Division should reduce the number of divisions and departments that are routed building permit plans.**
- **The Chief Building Official should develop a proposal for the consideration of the Planning Director, the affected divisions / departments, and the Office of the Mayor to reduce the number of divisions and departments that are routed building permit plans.**

BUILDING AND SAFETY DIVISION Sequential Building Permit Plan Check Process
Issue: Should building permit plan checking continue to be conducted using a sequential process?
Current Situation: The existing building permit plan check process is conducted using a sequential building permit plan check process. In other words, the divisions / departments conduct their plan check one after another. This process is, as a result, much longer in terms of calendar days to complete a plan check than a concurrent process. In 39 years of consulting, the project team has only encountered a sequential plan check process in two or three other local governments. It is anything but a prevailing practice. The prevailing practice is a concurrent or parallel process, in which all of the divisions / departments plan check the building permit plans at the same time.
Analysis and Discussion: The building permit plan check process should be conducted using a parallel or concurrent process. All of the divisions and departments involved in the plan check process should plan check building permit plans at the same time, and not one after another. The use of a concurrent approach will require a number of changes in the way the City processes the building permit plans. <ul style="list-style-type: none">• A greater number of plans will have to be submitted by the applicant. At present, only two sets of plans are submitted.• Rather than recording corrections directly on each plan, corrections would be noted on a plan check corrections comment sheet, which would be returned to the Building and Safety Division along with the plans.

- A greater number of plans will have to be submitted by the applicant. At present, only two sets of plans are submitted.
- Rather than recording corrections directly on each plan, corrections would be noted on a plan check corrections comment sheet, which would be returned to the Building and Safety Division along with the plans.

- An office and job copy of plans would need to be maintained and reviewed by the Building and Safety Division. This "master" set would be stamped as approved after each organizational unit approves the building permit plans.
- A cover form letter should be developed to act as a "face sheet" for the plan check corrections comment sheet. This face sheet would merely indicate which comments were attached, the appropriate person to contact in each unit if the architect or engineer has any questions, and any critical issues which need to be resolved. A Permit Technician in the Building Services Center would prepare this face sheet.

This process will require change in the methods utilized to check plans both by the City and by developers, but it represents a more logical and timely approach to the plan checking of building permit plans.

Recommendations:

- **The Building and Safety Division should utilize a concurrent or parallel process for the plan checking of building permit plans in which the building permit plans are plan checked at the same time.**

BUILDING AND SAFETY DIVISION
Management of the Building Permit Plan Check Process

Issue:

Should the Building and Safety Division use a case management system to manage the timeliness of building permit plan checking by all of the divisions and departments involved in the building permit plan check process?

Current Situation:

There is no one division or department that manages the building permit plan check process – the divisions and departments involved in the building permit plan check process. There is no one division or department that manages how long the divisions and departments involved in the building permit plan check process take to complete their plan checks of building permit plans.

Analysis and Discussion:

The planned use of EPlan by the City will not replace human intervention when plan check review deadlines in any division or department are not met. Staff in the Building and Safety Division should be assigned responsibility for managing the building permit plan check process throughout the entire City. The EPlan coordinator could fulfill this role for EPlan, but still needs to be empowered, in written policy and procedure, to perform this role.

The Building and Safety Division should be empowered to manage the plan check of building permits – on a citywide basis – to assure the review by all disciplines (Fire, Planning, Development Review Services, Environmental Health, etc.) is timely, predictable, and coordinated; and that the application is plan checked in accordance with cycle time metrics. The case manager should be empowered as the team leader of a multi-discipline team comprised of staff from Fire, Planning, Development Review Services, Environmental Health, etc.

The case manager – the Chief Building Official or his / her designees (the Construction Plans Examiners in the Building and Safety Division) – should be empowered as a team leader of a multi-discipline review team. This feature is a critical to the effective management of the City's building permit process. The Construction Plans Examiners in the Building and Safety Division should make the City's building permit process is seamless to the customer and be the single point of contact for the customer for the building permit plan check process. The Construction Plans Examiners would manage the building permit plan check by the various disciplines, set processing deadlines for the review of the application by this multi-disciplinary team (based upon formally adopted guidelines adopted by the City), and hold the multi-disciplinary team accountable for meeting those processing deadlines. Using the automated permit information system, the Construction Plans Examiners would develop these processing deadlines and share the tentative schedule with the applicant. **The case manager is not a new position; it is a new process.** It is a process that is a prevailing practice in the cities and counties with which the Matrix Consulting Group has worked. It is a process of providing a single point of contact for the applicant, with that single point of contact being responsible for managing the timeliness of that process, using the automated permitting system as an enabler.

The Construction Plans Examiners would **not** be an advocate for a building permit application, but an advocate for the process and someone the applicant can always contact in the City to find out the progress of plan checking of their building permit plans, to ensure disputes regarding codes and regulations are settled, and to keep their project on a predictable review schedule.

And, up-front in the building permit plan check, the Construction Plans Examiners should give the applicant a road map of all the reviews the application will need.

Recommendations:

- The Building and Safety Division should develop and install a case management system for the building permit plan check process.
- The responsibility and the authority of the Construction Plans Examiners in managing the building permit plan check process on a citywide basis should be clearly spelled out in a written policy developed by the Building and Safety Division and approved by the Office of the Mayor.
- The Construction Plans Examiners should be a team leader for a multi-disciplinary team responsible for keeping the review of a building permit plans on track, making sure issues involving conflicting code or regulatory issues are resolved, charting a clear course for the applicant through the review process, and making sure issues regarding the plan are identified early in the review process.

BUILDING AND SAFETY DIVISION

Adequacy of Staffing for the Building Permit Plan Check Process

Issue:

Is the level of staffing for plan checking in the Building and Safety Division adequate given plan check workload?

Current Situation:

The Building and Safety Division is authorized five (5) Construction Plans Examiner positions and two (2) Plans Checker positions for plan checking of building permit plans. A Assistant Building Safety Supervisor supervises these staff (and should be available for plan checking for one-half (0.5) of his available work hours).

Analysis and Discussion:

The table below presents the number of building permit plans that were plan checked in the last six months of 2011.

Type of Permit	No of Plans	% of Total
Commercial Pool	1	0.1%
Commercial Addition, Less Than 500 SF	11	0.9%
Commercial Addition, Greater Than 500 SF	20	1.6%
Commercial Building	52	4.2%
Commercial Building (Green)	2	0.2%
Commercial Foundation	4	0.3%
Commercial Renovation	210	17.1%
Residential Addition, Less Than 500 SF	104	8.5%
Residential Addition, Greater Than 500 SF	188	15.3%
Residential Building New	87	7.1%
Residential Foundation	20	1.6%
Residential, Re-Issue (Master Plan)	93	7.6%
Residential Green, Re-Issue (Master Plan)	60	4.9%
Residential, New Green	87	7.1%
Residential Pool	22	1.8%
Residential Renovation	265	21.6%
TOTAL	1226	

While the data provided by the Building and Safety Division indicated, for example, that 306 commercial building permits were plan checked in the last six months of 2011, the number of permits does not add up to 306: it adds up to 299.

Important points to note regarding the table are presented below.

- A total of 17.1% of the building permit plans consisted of commercial renovations or tenant improvements.

- A total of 21.6% of the building permit plans consisted of residential renovations (any kind of remodel or renovation to a house which could be interior or exterior, but is NOT an addition).
- A total of 8.5% of the building permit plans consisted of residential additions, less than 500 square feet, while 15.3% of the building permit plans consisted of residential additions, greater than 500 square feet.
- A total of 12.5% of the building permit plans consisted of master plans – residential green re-issue and residential, new-reissue. (The re-issues are new houses that are based on that master plan the drawings submitted only show any minor deviations from the master plan and a site plan for the project. It enables the contractor to save money on drawings and enables a faster plan review.)

These four different types of building permit plans comprise 75% of the total volume of building permit plans for the last six months of 2011. Plan checking of these building permit plans is not labor intensive; in fact, some of these types of plans should be plan checked over-the-counter (e.g., residential renovations, commercial renovations <5,000 square feet).

Based upon a workload analysis of this sample, a total of four (4) Construction Plans Examiners and two (2) Plan Checkers will be required. This excludes any requirements for staffing of the Permit Center by Construction Plans Examiners. As recommended previously, the Matrix Consulting Group recommends that the Planning Department utilize Permit Technicians, with training, for plan checking of miscellaneous permits, much of the single-family additions (non-structural), simple tenant improvements, and the like, and also utilize a Construction Plans Examiner for plan checking of residential renovations and commercial renovations over-the-counter. The Matrix Consulting Group is aware this is six months of workload. The analysis of staffing requirements reflects that six-month period and the associated staffing needs.

Recommendations:

- **The level of existing plan check staffing within the Building and Safety Division is more than adequate given the plan check workload for the last six months of 2011.**

BUILDING AND SAFETY DIVISION Templates of Sample Building Permit Plans
Issue: Should the Building and Safety Division post or publish sample building permit plans to its web site for simple construction (e.g., decks, spas, pools, retaining walls, etc.) that, if used by an applicant, would not need plan checking.
Current Situation: The Building and Safety Division does not post or publish sample building permit plans to its web site for simple construction (e.g., decks, spas, pools, retaining walls, etc.) that, if used by an applicant, would not need plan checking.
Analysis and Discussion: A number of residents in Albuquerque and other communities are do-it-yourselfers in terms of constructing minor retaining walls, residential patio covers, detached storage sheds, and outdoor fireplaces. In other instances, residents will pull building permits rather than their contractors for construction such as spas. The City should assist these “do it yourselfers” meet building permit plan check requirements by developing standard plans. These standard plans, if utilized by the “do it yourselfers” in applying for their building permit, would allow avoiding the retention of an architect or designer for the preparation of these plans, as long as the homeowner utilized these standard plans. The City of Los Angeles Department of Building and Safety has developed an extensive number of standard plans ranging from patio covers, swimming pools, retaining wall systems, photovoltaic systems for single family homes and duplexes, etc. In addition, the Building and Safety Division should develop a “Home Improvement Center” web page on the City’s website to assist the homeowner navigate through the building permit plan check and inspection process. The City of Scottsdale has developed such a web page; the City could utilize this as a model.

Recommendations:

- The Building and Safety Division should develop standard plans for use by the public in minor residential improvements.
- The Building and Safety Division should develop a “Home Improvement Center” web page on the City’s website to assist the homeowner navigate through the building permit plan check and inspection process.

BUILDING AND SAFETY DIVISION

Plan Check Correction Comment Library On the Building and Safety Division Website

Issue:

Should the Building and Safety Division post or publish the most common or frequent types corrections made to building plan checks made by the various reviewing divisions and departments in the City?

Current Situation:

The Building and Safety Division does not post or publish the most common or frequent types corrections made to building plan checks made by the various reviewing divisions and departments in the City.

Analysis and Discussion:

The Building and Safety Division currently compiles corrections made to building plan checks made by the various reviewing divisions and departments in the City. These corrections should be analyzed, with the most common comments for each construction type posted on the Division’s website. Examples of these corrections could include the following.

Fire protection	Mechanical, electrical, plumbing
Room sizes, lighting, ventilation	Noise insulation
Exists, stairways, railings	Energy conservation
Roofing	Foundation requirements
Masonry	Framing
Garages	Plot plans
Elevations	Floor plans

The posting of the correction library will provide guidance to consulting architects, and engineers and developers in understanding the requirements for construction in Albuquerque, and should include the corrections of all divisions and departments involved in the review process in the City.

Recommendations:

- **The Building and Safety Division should publish common plan check corrections on the Division's website to provide guidance to consulting architects, and engineers and developers in the construction requirements in Albuquerque.**

Urban Design and Development Division
Delegation of Authority for Approval of Minor Permits to Staff

Issue:

Should authority for approval of minor land entitlement permits be “delegated” in the Zoning Ordinance to staff?

Current Situation:

At the present time, the Zoning Hearing Examiner is approving a mix of zoning applications including minor permits. For example, on the August 7, 2012 hearing of the Zoning Hearing Officer, the Zoning Hearing Officer considered such applications as: two (2) variances to the maximum height for a wall in the front yard setback; three (3) different conditional use applications for a proposed patio cover in the rear yard setback; three (3) different conditional use applications for a carport in the front yard setback area; three (3) conditional use applications to allow a wall in the front yard setback area where the rear yard is contiguous to the front yard or in a front yard setback area; and one (1) conditional use for a tent in an M-1 zone. These twelve (12) applications represented 54% of the agenda for the August 7th meeting.

Analysis and Discussion:

The zoning ordinance should allow staff of the Urban Design and Development Division to approve minor conditional use permits and minor variance permits. The Urban Design and Development Division staff should review minor conditional use permits and minor variance permits, and write a letter informing the applicant of the recommendation (and draft findings) and any recommended conditions of approval. Public notices should be mailed to property owners within the required radius. If an interested party requests a hearing, a hearing should be held before the Zoning Hearing Examiner.

The Urban Design and Development Division should develop a recommendation regarding the delegation of authority to the staff of their division for the approval of minor conditional use permits and minor variance permits for the consideration of the Planning Director and the Office of the Mayor. The delegation should include front yard setback requirements, side yard setback requirements, rear yard setback requirements, fence / wall height, and other minor permits.

Recommendations:

- The Urban Design and Development Division should develop a recommendation regarding the delegation of authority to the staff of their division for the approval of minor conditional use permits and minor variance permits for the consideration of the Planning Director and the Office of the Mayor. The delegation should include front yard setback requirements, side yard setback requirements, rear yard setback requirements, fence / wall height, and other minor permits.
- Upon approval by the Planning Director and the Office of the Mayor, the Urban Design and Development Division should develop proposed revisions to the zoning ordinance for consideration of the City Council.

**Urban Design and Development Division
Intake of Land Entitlement Permits**

Issue:

Should the staff of the Development Review Services provide intake of land entitlement permits (versus the staff of the One-Stop Permit center)?

Current Situation:

The Development Review Services Division provides intake for land entitlement permits in the Planning Services Center.

Analysis and Discussion:

As noted previously, the City does not have a one-stop permit center: it has two located across the hall from each other. One of these one-stop permit centers is the Building Services Center, while the other is the Planning Services Center.

The City should consolidate staff from each of these functions in a one-stop permit center that includes staff from the Building and Safety Division, Urban Design and Development Division, Development Review Services Division, and Fire Prevention Division. The consolidation of these staff should focus on creating a single point of contact with centralized permit processing so that the applicant does not have to take their permit across the hall to the Planning Services Center, to the fifth floor to Fire Prevention, etc. Simple types of permits should be issued over-the-counter on the same day as the application is received.

The one-stop permit center should also be responsible for the intake of land entitlement permits.

Recommendations:

- **The Permit Technicians in the one-stop permit center should provide intake of land entitlement permits.**

Urban Design and Development Division
Cycle Time Objectives

Issue:

Should the Urban Design and Development Division set cycle time objectives for the processing of land entitlement permits from the date of application to the date of the decision regarding the application?

Current Situation:

The Urban Design and Development Division has not established cycle time objectives for the processing of the land entitlement permits by the staff of the Division. Furthermore, the Division does not collect and report the actual amount of calendar days required for processing of the land entitlement permits.

Analysis and Discussion:

Cycle time objectives should be established for all land entitlement applications for the length of time -- in calendar days -- required to process applications from the date of submittal to the date of the applicant's initial public hearing or the

approval / disapproval of the application by staff. For example, a cycle time objective for a conditional use permit or a variance should be set at 60 calendar days from the date of submittal of the application.

In addition, the Planning and Urban Development Manager should utilize KIVA to monitor and report the actual amount of cycle time required for processing land entitlement permits.

Recommendations:

- **The Urban Design and Development Division should establish cycle time objectives for land entitlement permits.**
- **The cycle time objectives should be published to the One-Stop Permit Center website and the Urban Design and Development Division website, and identified in the application guides published by the Urban Design and Development Division.**
- **The Planning and Urban Development Manager should generate ongoing monthly management information reports using KIVA to track performance against cycle time objectives and monitor the case workload and performance for the planners in the Division.**

Urban Design and Development Division Actual Processing Time Versus Cycle Time Objectives
Issue: Should the Urban Design and Development Division report how well it meets-cycle time objectives for the processing of land entitlement permits?
Current Situation: The Urban Design and Development Division does not document on an ongoing basis how well it meets the cycle time objectives for land entitlement permits.
Analysis and Discussion: The Urban Design and Development Division should document on an ongoing basis how well it meets the cycle time objectives for land entitlement permits.
Recommendations: <ul style="list-style-type: none">• The Planning Manager should generate ongoing monthly management information reports using KIVA to track performance against cycle time objectives and monitor the case workload and performance for the Division.

GENERAL PLAN AND ZONING ORDINANCE

Updating of the General Plan and Zoning Ordinance

Issue:

Should the general plan and the zoning ordinance be updated?

Current Situation:

A full and complete update of the General plan has not occurred since 1982. The zoning ordinance has not received a comprehensive update since 1959.

Analysis and Discussion:

The City's General Plan exists as the community's statement of its fundamental values and as a shared vision for its future development. It is intended to articulate how the citizens of Albuquerque view the community now and in the future, and, most importantly, how the community intends to deal with current and future planning and development issues.

After three decades of use, it is appropriate to re-evaluate the scope and content of the City's General Plan. Professional practices for preparing general plans have evolved over the past decades and conditions have changed significantly, both locally and within the region. Also, with more limited City resources, service level decisions have become more challenging than ever. For these reasons alone, there is a need to evaluate and update the City's existing General Plan policies and programs.

With the update of the General Plan, the City's zoning ordinance should be updated as well to ensure consistency with the General Plan.

With the exception of specialist consultants (e.g., noise, traffic, etc.), the Urban Design and Development Division appears to have sufficient staff in its Long Range Planning Section to update the General Plan itself, if updating of Sector Plans are postponed during the General Plan Update. There are a total of seven (7) professional-level staff in the Long Range Planning Section (which is more staff than authorized for the Current Planning Section).

The update of the General Plan should not commence until a work plan has been prepared, approved by the Planning Director, Office of the Mayor, the Planning Commission and City Council. The work plan should clearly identify the direction and approach for updating the General Plan; identify the roles and responsibilities of the parties involved in the update (e.g., Office of the Mayor, City Council, Planning Commission, Urban Design and Development Division, etc.), provide a detailed listing of the tasks for the update; identify the management, staffing, and consultant needs; present a proposed budget; identify the documents that would be included in the update (e.g., Existing Conditions Report, Alternatives Analysis, etc.); and identify the tentative schedule. Examples of the tasks that would be included in the work plan are presented below.

- Conduct Existing Land Use Inventory
- Complete Demographics and Housing Background Report
- Complete Land Use / Development Potential Background Report
- Complete Circulation and Transportation Background Report
- Complete Economic Development and Fiscal Background Report
- Complete Community Facilities and Services Background Report
- Prepare Policy Direction and Alternatives Analysis Reports

Recommendations:

- **The City should update the General Plan and the Zoning Ordinance.**
- **The update of the General Plan and the Zoning Ordinance should be accomplished with the staff of the Long Range Planning Section, Urban Design and Development Division (with some limited specialized consulting assistance).**
- **Updating of Sector Plans should be postponed during the General Plan Update and Zoning Ordinance**

Update.

- **The Long Range Planning Section, Urban Design and Development Division should complete a work plan for the update of the general plan and the zoning ordinance before commencing work on the updates.**

Development Review Services Division
Delegation of Authority for Approval of Minor Permits to Staff

Issue:

Should authority for approval of minor engineering permits be “delegated” in the Subdivision Ordinance to staff?

Current Situation:

The Development Review Board (DRB) was established in 1982. The four members of the DRB are City staff representing the City Planner (Planning Director), Parks and Recreation Director, City Engineer, Traffic Engineer, and Water/Sewer Utilities Engineer.

The DRB conducts public hearings on major subdivision actions (where no re-zoning or annexation is required), approves or denies proposed major and minor subdivision actions, vacations of public rights of way or public and private easements, subdivision variances. DRB also reviews site development plans delegated by the Environmental Planning Commission for final sign off, as well as site development plans required by sector plans and delegated to the DRB.

Analysis and Discussion:

The subdivision ordinance should allow staff of the Development Review Services Division (DRSD) to approve engineering permits. The Development Review Services Division staff should review and approve extensions of subdivision agreements, minor site development permits for building permits, minor – preliminary final plat approval, extension of subdivision improvement agreement for temporary deferral of sidewalk construction, lot line adjustments, lot line eliminations, etc.

The DRSD should develop a recommendation regarding the delegation of authority to the staff of their division for the

approval of minor engineering permits for the consideration of the Planning Director and the Office of the Mayor. The delegation should include extensions of subdivision agreements, minor site development permits for building permits, minor – preliminary final plat approval, extension of subdivision improvement agreement for temporary deferral of sidewalk construction, verification that site plans approved by the Planning Commission are complying with their conditions of approval, lot line adjustments, lot line eliminations, and other minor engineering permits.

Recommendations:

- **The Development Review Services Division should develop a recommendation regarding the delegation of authority to the staff of their division for the approval of minor engineering permits for the consideration of the Planning Director and the Office of the Mayor. The delegation should include extensions of subdivision agreements, minor site development permits for building permits, minor – preliminary final plat approval, extension of subdivision improvement agreement for temporary deferral of sidewalk construction, verification that site plans approved by the Planning Commission are complying with their conditions of approval, lot line adjustments, lot line eliminations, and other minor engineering permits.**
- **Upon approval by the Planning Director and the Office of the Mayor, the Development Review Services Division should develop proposed revisions to the subdivision ordinance for consideration of the City Council.**

Development Review Services Division

Organizational Location of Staff Responsible for Processing Land Development Approvals

Issue:

Should the staff responsible for processing land development approvals be located organizationally in the Development Review Services Division?

Current Situation:

The Development Review Services Division includes four (4) positions that are responsible for processing of land development permits including minor and major plats including providing staff support for the DRB. These four positions include a Planning Manager, two Planning Assistants, and an Administrative Assistant.

Analysis and Discussion:

These four staff are planning staff that are located in an engineering function – Development Review Services – and report to a City Engineer. The types of permits processed by these four (4) staff are land entitlement permits (e.g., plat maps), and not engineering permits (e.g., grading plans and permits). These are the types of permits typically processed by planners, and not by engineers.

Recommendations:

- **These four (4) positions should be reallocated to the Urban Design and Development Division and physically relocate to the offices of that Division.**
- **The Planning Manager should report to the Urban Design and Development Manager.**

Development Review Services Division Actual Processing Time Versus Cycle Time Objectives
Issue: Should the Development Review Services Division report how well it meets cycle time objectives for the processing of land entitlement permits (e.g., major and minor plats) from the date of application to the date of the decision regarding the application?
Current Situation: The Development Review Services Division does not collect and report the actual amount of calendar days required for processing of the land entitlement permits.
Analysis and Discussion: The Planning Manager should utilize KIVA to monitor and report the actual amount of cycle time required for processing land entitlement permits.
Recommendations: <ul style="list-style-type: none">• The Planning Manager should generate ongoing monthly management information reports using KIVA to track performance against cycle time objectives and monitor the case workload and performance for the Division.

Development Review Services Division Streets Longer Than 750' Require Approval of the City Council
Issue: Should the City Council approve subdivision improvement agreement extensions for streets longer than 750' to enable the City to enter into a subdivision agreement?
Current Situation: The City Council, under current regulations, must approve subdivision improvement agreement extensions for streets longer than 750'.
Analysis and Discussion: The approval of subdivision improvement agreement extensions for streets longer than 750' is not a policy issue. The City Council is the city's legislative and policymaking body. Its power includes, for example, approval of the budget. The council also focuses on the community's goals and such long-term considerations as the City's budget and finances, city operations and neighborhood services, housing, public safety, economic development, etc. Approval of subdivision improvement agreement extensions for streets longer than 750' is not a policy issue nor does it present long-term considerations.
Recommendations: <ul style="list-style-type: none">• The City Council should delegate approval of subdivision improvement agreement extensions for streets longer than 750' to the DRB.

Development Review Services Division
City Architect and Traffic Engineer

Issue:

Should the City retain architectural and traffic engineering consultants on an as-needed basis?

Current Situation:

The Traffic Engineer position was eliminated in 2011. The City does not have a City archeology position, which may be required from time-to-time to review archeologically sensitive sites proposed for development.

Analysis and Discussion:

The City should issue a request for proposals for traffic engineering services and archeology services to assist staff as needed during the processing of development review applications. However, the Planning Manager of the Development Review Services Division should first develop a proposal for the use of these consulting positions, including a budget, a methodology for funding these positions so that it does not impact the general fund (e.g., fee-based services paid for by an applicant), and develop tightly-scripted circumstances regarding when these consultants would be utilized, to control the costs. The proposal should be reviewed and approved by the Office of the Mayor.

Recommendations:

- **The City should issue a request for proposals for traffic engineering services and archeology services to assist staff of the Planning Department as needed during the processing of development review applications.**
- **The Planning Manager of the Development Review Services Division should first develop a proposal for the use of these consulting positions, including a budget, a methodology for funding these positions so that it does not impact the general fund (e.g., fee-based services paid for by an applicant), and develop tightly-scripted circumstances regarding when these consultants would be utilized, to control the costs. The proposal should be reviewed and approved by the Office of the Mayor.**

Code Enforcement Division Organization of Code Enforcement Staff
Issue: Should code enforcement be organized in "silos" - one for zoning enforcement and another for housing enforcement?
Current Situation: Two code enforcement staff are assigned to the same geographic areas – one to each area for zoning enforcement and the other to the same area or housing enforcement.
Analysis and Discussion: It is a prevailing practice to assign a Code Inspector to a specific geographic area with responsibility for the enforcement of housing <u>and</u> zoning enforcement. The assignment of one Code Inspector to a specific geographic area with responsibility for the enforcement of housing <u>and</u> zoning enforcement is designed to enhance the development of partnerships with the communities in Albuquerque. It is increasingly important for the Division, and the community that it serves, to form partnerships. This partnership is important to develop innovative strategies to improve / preserve neighborhoods. The staff of the Division should be an extension of the geographic area that it serves. In order to enhance community / Division interaction, Code Inspectors should be assigned to specific geographical areas of responsibility. The Code Inspector should be responsible, as a “generalist”, for responding to reported violations and also proactively initiating cases for this specific geographical area of responsibility, and collaborating with neighborhood association members to find solution to problems that arise in the specific geographical area of responsibility. In addition, the “unity of command” principal would be emphasized, with a single accountable Code Inspector responsible for the delivery of housing and zoning enforcement related activities in a specific geographical area of responsibility. The training required for this cross-utilization should be provided by in-house staff in the Division, and not consultants.

Recommendations:

- A Code Inspector should be assigned to a specific geographic area with responsibility for the enforcement of housing and zoning enforcement.
- The classification structure for the Code Enforcement Division should be modified. The staff should not be classified as Housing Code Inspectors and Housing Code Enforcement Supervisors or Zoning Enforcement Inspectors, Senior Zoning Enforcement Inspectors, and Zoning Code Enforcement Supervisors. All of the staff should be reclassified as Code Enforcement Inspectors, Senior Code Enforcement Inspectors, and Code Enforcement Supervisors.

**Code Enforcement Division
Research Specialist Position**

Issue:

Is the Research Specialist position in the Code Enforcement Division efficiently utilized?

Current Situation:

A Research Specialist position is assigned to the Code Enforcement position.

Analysis and Discussion:

There is insufficient workload within the Code Enforcement Division to warrant this position. In fact, there is no workload.

Recommendations:

- The Research Specialist position should be eliminated.

Code Enforcement Division Administrative Enforcement of Cases
Issue: Should Code Enforcement have the ability for administrative enforcement of cases, and not rely solely on criminal prosecution?
Current Situation: The Code Enforcement Division lacks the ability to utilize administrative enforcement procedures (e.g., Office of Administrative Hearings) for cases in which the property owner, to whom a Notice of Violation was issued, refuses to cooperate in resolving the violation. At the present time, criminal enforcement is the only option available.
Analysis and Discussion: The Code Enforcement Division should work with the Legal Department to develop a proposed ordinance that would enable the use of a citation-based administrative enforcement system. This is an important change in procedure that should be implemented quickly. It is important in that it would speed the resolution of cases, generate revenue, and empower Code Enforcement Inspectors. The problem with relying exclusively on voluntary compliance (and the criminal courts as a last measure) is the long time duration to gain voluntary compliance. Second, the use of administrative citations is a very common practice in cities nationwide. The City should utilize an administrative citation process. It should be one of the tools used by a Code Enforcement Inspector. The first tool should be a Notice of Violation. The second tool, if the violator refuses to come into compliance, would be the issuance of an administrative citation. If a citation is issued, with fines, and the violator still refuses to cooperate, the Code Enforcement Inspector should issue an administrative abatement order. The City would then abate the violation, and place a lien on the property to obtain reimbursement. The violator should be provided with the opportunity to appeal the administrative citation to the Office of Administrative Hearings. The violator should have the opportunity to appeal the administrative abatement to the Office of Administrative Hearings.

Recommendations:

- The Code Enforcement Division should work with the Legal Department to develop a proposed ordinance that would enable the use of a citation-based administrative enforcement system.
- Code Enforcement Inspectors should be empowered to issue administrative citations if the violator refuses to come into compliance after the issuance of a Notice of Violations. If a citation is issued, with fines, and the violator still refuses to cooperate, the Code Enforcement Inspector should be empowered to issue an administrative abatement order. The City would then abate the violation, and place a lien on the property to obtain reimbursement.
- The violator should be provided with the opportunity to appeal the administrative citation to the Office of Administrative Hearings. The violator should have the opportunity to appeal the administrative abatement to the Office of Administrative Hearings.

Code Enforcement Division

Assisting Low and Moderate Income Property Owners to Correct Code Violations

Issue:

Should Code Enforcement have the ability to assist low and moderate income property owners correct code violations by providing CDBG funds in the form of grants or low interest loans?

Current Situation:

At the present time, the Code Enforcement Division lacks the ability to assist low and moderate income property owners correct code violations by providing CDBG funds in the form of grants or low interest loans.

Analysis and Discussion:

Some of the City's neighborhoods have substantive economic challenges. The Division needs to consider these challenges in seeking compliance with property maintenance standards and other ordinances that the Division enforces. These challenges include higher levels of unemployment, lower median household income, higher proportions of households with cash public assistance income and food stamps / SNAP benefits, and higher proportions of households with incomes below the poverty level in the last twelve months.

The Code Enforcement Division Manager should work with the Planning Director and the Office of the Mayor to develop an array of financial resources from CDBG funds available to the City to assist low and moderate-income homeowners rehabilitate their homes. This should include:

- Paint loans and grants or loans for materials and labor to paint the exterior of a home, including a list of approved painting contractors from which to obtain estimates.
- Low interest home repair loans for residents with low to moderate income to repair electrical, roofing, weather-proofing, kitchen remodeling, plumbing, heating, bath remodeling and structural reinforcement.

The Code Enforcement Division cannot merely be a follower in the effort to provide a larger array of financial resources. The Division needs to be a leader in making sure that these resources are more fully developed and more effectively publicized to those low and moderate-income homeowners in need including publicizing these services on the Division's web site and in publications developed by the Division.

The Code Enforcement Division should also identify non-profit resources available to assist low and moderate-income homeowners in rehabilitating their homes and publicize these services on the Division's web site and in publications developed by the Division. There are a number of non-profits that work with residents to provide such services as mowing lawns and removing junk and debris.

The use of CDBG funds in code enforcement is a common practice. Those who would receive these funds would need to meet the low to moderate income requirements.

Recommendations:

- The Code Enforcement Division should work with the Planning Director and the Office of the Mayor to develop an array of financial resources from CDBG funds available to the City to assist low and moderate-income homeowners rehabilitate their homes and their businesses, and correct code violations.
- The Code Enforcement Division should publicize the CDBG financial resources available to low and moderate-income homeowners in need including publicizing these services on the Division's web site and in publications developed by the Division.

Code Enforcement Division

The Number of Supervisors and Managers in the Code Enforcement Division

Issue:

Does the Code Enforcement Division need two (2) managers, and three (3) supervisors?

Current Situation:

At the present time, the Code Enforcement Division has five (5) managers and supervisors to supervise thirty (30) line positions. This is a "rich" level of managerial and supervisory staffing. These five managerial and supervisory positions include a Code Compliance Manager (this position is vacant), an Assistant Planning Manager, two (2) Housing Code Enforcement Supervisors, and a Zoning Code Enforcement Officer. In addition, a Senior Zoning Enforcement Inspector has assumed a supervisory role while the Zoning Code Enforcement Supervisor position is vacant.

Analysis and Discussion:

There is an insufficient supervisory and management workload to warrant these five (5) positions. The span of control for the Assistant Planning Manager position, when the Code Compliance Manager position is filled) is two: two planning assistant positions (a Senior Planning Assistant and Planning Assistant). The span of control of the two (2) Housing

Code Enforcement Supervisor is a total of seven (7) Housing Code Inspectors (or the equivalent of 3 ½ positions each) – a narrow span of control. The span of control for the Zoning Code Enforcement Supervisor is nineteen (19) Zoning Enforcement Inspectors and Senior Zoning Enforcement Inspectors – a span of control that is too wide.

One managerial position is more than sufficient given the span of control recommended: six supervisory and administrative positions.

Two supervisory positions are more than sufficient given the number of inspectors within the division: twenty-five. This would result in a span of control of twelve to thirteen. The supervisory workload should be lessened through the use of a team structure. A team structure should be utilized in which Senior Code Enforcement Inspectors function as leadworkers for a team of Code Enforcement Inspectors. The Senior Code Enforcement Inspectors would report to the Code Enforcement Supervisors, not the Code Enforcement Inspectors. These Senior Code Enforcement Inspectors should be upgrades of existing positions in the division; a total of four (4) Senior Code Enforcement Inspectors should be established. The Senior Code Enforcement Inspectors should be expected to carry the equivalent of a half-workload. The remainder of their time should be allocated to assisting, mentoring, monitoring performance and service levels of their team, and working with the Code Enforcement Supervisors to correct performance problems (but not write performance evaluations of their subordinates).

Recommendations:

- **The Assistant Planning Manager position should be eliminated. The Senior Planning Assistant should function as a leadworker for the Planning Assistant.**
- **Upon reclassification of the Housing Code Inspectors, Housing Code Enforcement Supervisors, Zoning Enforcement Inspectors, Senior Zoning Enforcement Inspectors, and Zoning Code Enforcement Supervisors as Code Enforcement Inspectors, Senior Code Enforcement Inspectors, and Code Enforcement Supervisors, one (1) of the three (3) supervisory positions should be eliminated.**
- **A team structure should be utilized in which Senior Code Enforcement Inspectors function as leadworkers for a team of Code Enforcement Inspectors. The Senior Code Enforcement Inspectors would report to the Code Enforcement Supervisors, not the Code Enforcement Inspectors. These Senior Code Enforcement Inspectors should be upgrades of existing positions in the division; a total of four (4) Senior Code Enforcement Inspectors should be established.**

**Planning Department
Replacement of KIVA**

Issue:

Should KIVA be replaced?

Current Situation:

The City uses KIVA as its automated permit information system. The system is utilized effectively in the Building and Safety Division, but ineffectively in almost all other divisions in the Planning Department.

Analysis and Discussion:

KIVA is a legacy information system and is a complex, labor-intensive software application. The KIVA system is no longer supported by Accela software. Also, it has become outdated. The reporting and system functionality are not meeting the needs of management and users. Other agencies have begun to replace this system.

The City should replace KIVA. The Kiva replacement system will be comprised of a commercial off-the-shelf system that adheres to the best practices and will enhance existing workflows and procedures by providing City staff with tools that streamline the land development permit and inspection processes. Key features of the Kiva replacement system include:

- Electronic submission of applications, maps and plans, and other supplemental documentation;
- Enhanced accounting and fee management, including detailed activity reports;
- Improved workflow and task management, including referral management and interdepartmental collaboration tools;
- Electronic plan checking and review tools; and
- Detailed reporting tools, including the ability to view real-time project or case statistics.

The Planning Department has estimated that the system would cost \$1,000,000 to purchase, and require five (5) full-time staff over four (4) years to install the system at a cost of \$1,700,000. In addition, there would be ongoing annual costs of \$100,000 for licensing / maintenance fees and the ongoing requirement of five (5) full-time staff to support the maintenance of the system, at a total cost (license / maintenance fees and staffing costs) of \$525,000.

These cost estimates for acquisition of the system are extraordinarily high, and far higher than those seen at other large agencies with whom the Matrix Consulting Group has worked. Five (5) staff will not be required to support the system for an organization the size of Albuquerque and the transitional support period will be far less than four years.

However, before the City proceeds any further, it should first conduct a business case analysis and feasibility study of the replacement of KIVA, including developing realistic one-time and ongoing cost. Staff or consultants familiar with the replacement of these systems should conduct this study. These staff do not appear to be employed by the Planning Department at the present time. In addition, before the City proceeds any further, the Office of the Mayor should develop a written policy and procedure that any automated permitting information system that replaces KIVA shall be full utilized by all divisions / departments involved in the permitting process. Otherwise, it is a waste of City funds. It is difficult to contend, at this point in time, that the City's investment in KIVA has had a satisfactory return on its investment, as it is not effectively utilized by the Planning Department.

Recommendations:

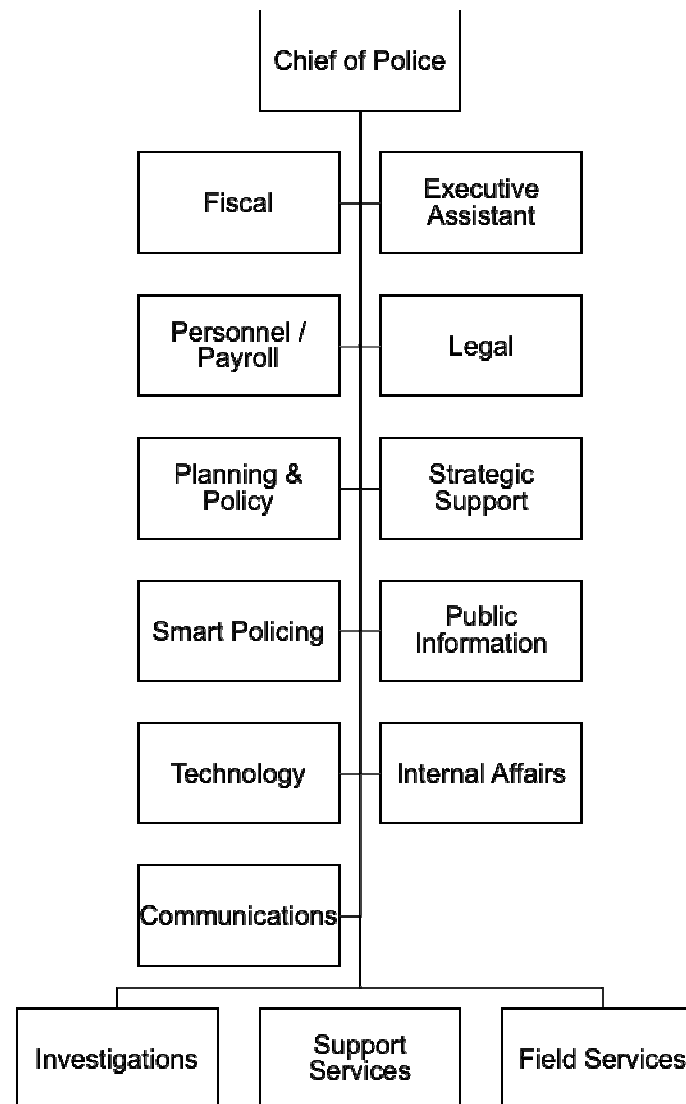
- **The City should replace KIVA.**
- **However, before the City proceeds any further, it should first conduct a business case analysis and feasibility study of the replacement of KIVA including developing realistic one-time and ongoing cost estimates. Staff or consultants familiar with the replacement of these systems should conduct this study.**
- **Before the City proceeds any further, the Office of the Mayor should develop a written policy and procedure that any automated permitting information system that replaces KIVA shall be full utilized by all divisions / departments involved in the permitting process.**

16. POLICE DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Police Department.

1. DEPARTMENT SUMMARY

The Police Department is responsible for providing police services in the City of Albuquerque. This is accomplished with Field Services providing patrol and community services, Investigations providing investigative, task force and laboratory services, Support Services providing tactical, traffic training, support and emergency management services and the office of the Chief of Police providing fiscal, legal, internal affairs, human resources and 9-1-1 services. The following chart provides the basic organizational structure of the Fire Department with major functional areas of assignment. The project team was provided with a more detailed organizational structure to include all functions that is not replicated herein.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations
- Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In total, the identification of potential operational themes that may deserve further analysis (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate commitment from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team

conducts, we are able to address each one of these performance related questions. Such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Police Department can further evaluate itself.

Best Management Practice	Yes	No	Unk.
Overall proactive time for patrol officers is between 40% and 50%.	√		
Deployment of personnel is based on calls for services per day/hour.	√		
Deployment of personnel is based on call demand in various locations of the community.	√		
Average response time targets (from dispatch to arrival) to calls are being met. High priority 3-5 minutes, Medium priority 5-15 minutes, low priority 15-30 minutes	√	√ P-1	
Sergeant to officer ration is between 1:6 – 1:9	√		
The agency utilizes specialized field units	√		
Crime analysis information is made available to patrol and investigative personnel on a daily basis.	√		
The standard practice is for patrol personnel to conduct follow-up investigations on minor crime.	√		
20-30% of community-generated calls are handled through alternative service delivery methods (telephone/web based reporting, civilian response etc.)		√	
The traffic enforcement index (citations and DUI arrests/injury accidents is in the 1:35-1:40 range.			√
Field personnel are engaged in directed patrol and traffic enforcement activities during their proactive available time.	√		
The number of active cases for generalist detectives is 12-15		√	
The number of active cases for persons crimes detectives is 8-10			√

Best Management Practice	Yes	No	Unk.
The number of active cases for property crime detectives is 15 – 20.			√
The number of Part 1 crimes per detective is in the 400-500 range.			√
Cases are screened for quality and solvability by supervisors before assignment.	√		
Supervisors formally review cases periodically.	√		
An automated case management system is used to assign and track cases	√		
Supervisor/Detective ratio is 1:6 – 1:9 range.	√		
Specialized enforcement operations such as street crime, narcotics and vice operations exist.	√		
The agency participates in regional task force efforts	√		
All interviews of suspects are tape-recorded and/or video recorded.	√		
Trained officers/civilian personnel are available for evidence collection at felony crime scenes.	√		
Records systems are automated and integrated (CAD, RMS, Reports, etc.)	√		
Reports for in-custody persons are processed and submitted to the prosecutor within 48 hours			√
Internal hard copy report distribution is minimal and completed daily.			√
Records purging and destruction follow State guidelines	√		
The evidence room facility is secure and access is limited	√		
A percentage of evidence/property is audited (annually with spot checks) to provide for verified chain of custody.	√		
Officers receive at least 40 hours of training per year.	√		
All employees receive an annual performance evaluation based on clear standards.	√		

Best Management Practice	Yes	No	Unk.
Patrol vehicles are targeted for replacement between 80,000 and 100,000 or 4-5 years.			√
The Department participates in youth programs in the community (SRO, DARE, PAL etc.)	√		
The Department has an active crime prevention program and is involved with businesses and neighborhoods.	√		
The Department has an active volunteer program.			√
The command structure of the Police Department has effective and efficient spans of control 1:4-6		√	
Management staff develops and implements strategic plans and annual plans and conduct planning sessions to ensure continual updates.	√		
Department supervisors and managers attend professional development training.	√		
The department is involved in disaster preparedness / homeland security issues within the City and regionally.	√		
The Department has an integrated budget system and receives regular budget reports during the year.	√		
Individually assigned cars are minimized.			√
Both formal and informal complaints are followed-up by Department supervisors.	√		
The Department is involved in partnerships with other law enforcement agencies in regional law enforcement efforts and/or cost sharing of services.	√		
An effective building security system exists to provide employees a safe place to work.	√		
The Costs for overtime represent less than 10% of the total regular salary costs.		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's analysis, Albuquerque should consider the following changes to the Police Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Are present staffing levels that are linked to service level expectations appropriate given the number of community generated calls for service in Albuquerque? Is utilization appropriate? Are response times adequate?	Proactive available time varies greatly over the course of the day. While the overall deployment strategy appears appropriate, there should be an increase in the number of patrol officers assigned to the Day shift and a decrease on Grave shift.	None
	The City of Albuquerque should adopt expected service levels based on proactive available time of patrol personnel. The project team recommends 45%, which can be achieved with the current staffing of 454 patrol officers.	None
	Dispatch center staffing should be increased by three personnel to adequately handle the workload on call-takers, NCIC and dispatchers.	cost of \$162,000 including salaries and benefits.
	APD should conduct an audit of active caseloads in the Investigative Bureau related to detective assigned to persons and property crimes to ensure staff are appropriately utilized.	Base annual salary savings or re-deployment
	The compensation ranges between call-takers and dispatchers is tight at .32 per hour providing little financial incentive for employees to move to the dispatch position. The City should conduct job audits to determine if the current pay schedules are appropriate for the assignments.	TBD

Issue	Analysis and Recommendations	Cost / (Savings)
Are training programs meeting objectives?	The agency should evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate per student cost for attending classes at the APD training academy. It should be noted that APD is a satellite academy and must follow state protocols for fees and charges for State mandated training.	Cost Recovery
Are there internal organizational or operational areas of concern in the Police Department?	The Internal Affairs Unit has several methods for collecting and storing information. The Early Intervention System does not provide proactive notifications and all processes are extremely paper intensive. The agency should consider purchasing a commercially available Internal Affairs Management software package to improve the efficiency of the Unit.	\$35,000 + \$4,000 annual maintenance
	The current staffing in payroll is unable to timely enter payroll documents due to a manual system. The City should fully implement the ERP or consider adding 2 additional timekeeper to ensure timely and accurate payroll entry in the PD.	\$55,910 in added base salary if ERP implementation is delayed
	Eliminate the IT manager and lieutenant positions and relocate the oversight and management of IT services to the City IT Department. Civilianize the sworn positions in the IT department. Establish service level objectives between the City IT department and the police and fire departments for the timeliness of responding to service requests. The service level objectives should include provisions for the number of IT personnel directly assigned to support the Police Department technology needs and provide adequate supervision to those employees.	(\$236,537)
Are there any other organizational initiatives that should be adopted related to the Police Department?	The APD should work with the Bernalillo County to develop a regional approach for Air Support for the County and City.	TBD

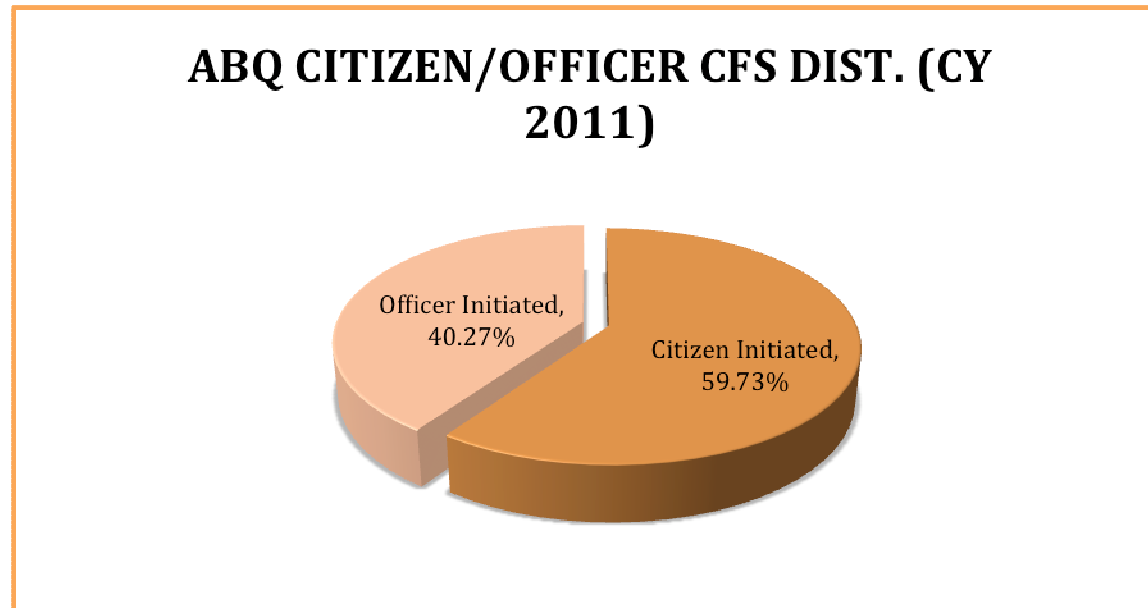
Issue	Analysis and Recommendations	Cost / (Savings)
	The span of control of the Chief of Police is high at 14 direct reports. The APD should create an Administrative Services Bureau lead by a Deputy Chief to oversee Fiscal, Personnel, Planning, Public Information, Smart Policing, and Communications.	\$88,400

4. DISCUSSION OF ISSUES

POLICE DEPARTMENT
Emergency Staffing and Operations
Issue:
Are present staffing levels that are linked to service level expectations appropriate given the number of community generated calls for service in Albuquerque? Is utilization appropriate? Are response times adequate?
Current Situation:
The Police Department provides emergency operations from six (6) Area Commands. This is accomplished with the following resources:
<ul style="list-style-type: none">• Six (6) Area Commanders.• 18 Lieutenants oversee the 3 shifts in each area command (Day, Swing, Grave)• 54 Field Sergeants.• 476 officers• 36 impact team detectives.

Current Situation (continued):

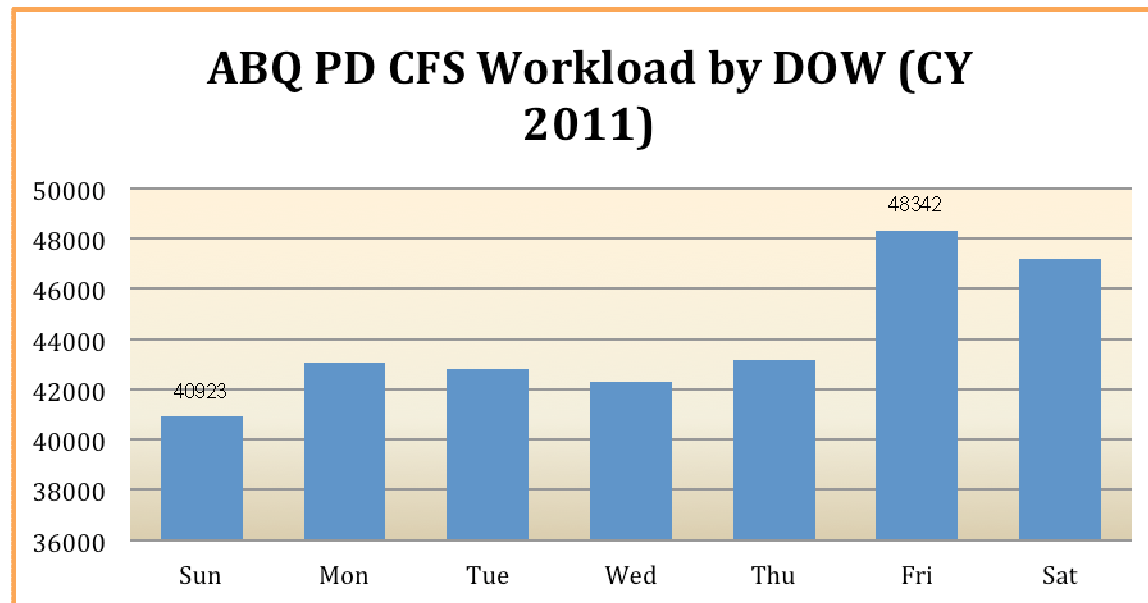
- 2011 annual calls for service initiated by officer and community generated:



As shown the workload for officers is generated by community generated calls approximately 60% of the time and officer initiated 40% of the time.

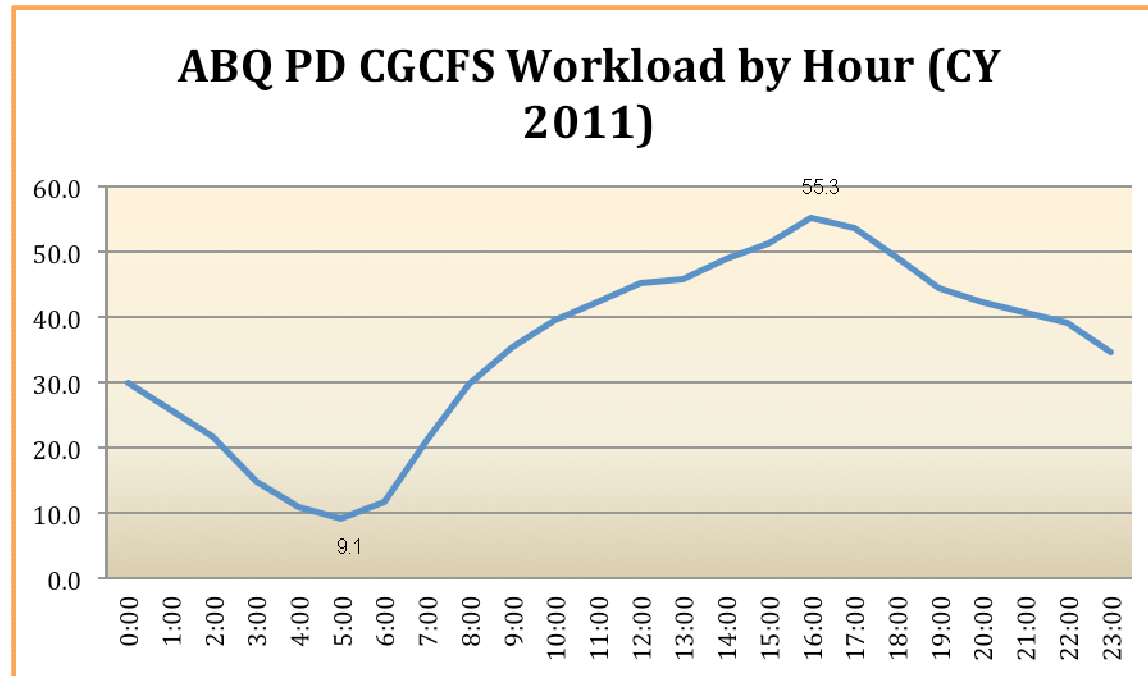
Current Situation (continued):

The APD is busiest on Fridays and Saturdays as compared to the rest of the week. Sunday is the slowest day of the week in terms of calls for service. The following chart illustrates the number of calls for service by day of the week for 2011:



Current Situation (continued):

When hourly demand for calls is analyzed it is clear that Albuquerque is typical of most agencies as community generated calls for service are higher during the daytime hours and decrease in the overnight hours. Call demand peaks during the 1700 hour with 55.3 calls on average occurring during that timeframe, while the 0500-hour has the lowest demand at 9.1 calls during that hourly block. The following chart depicts the average calls per hour for 2011:



Analysis and Discussion:

The Matrix Consulting Group utilizes a method in which the number of police field personnel required is based on an analysis of the unique workloads and service level requirements of a community. In order to evaluate these resources and staffing issues, the project team conducted a data collection and analytical effort focusing on the following:

- Determining community generated workloads to the level of detail necessary to understand the work volume and the time required to handle such work.
- The field resources used to handle calls for service and proactive workloads based on officer availability levels (after taking into account personnel time for vacation, sick, etc.).
- Deployment and scheduling patterns utilized by the Albuquerque Police Department.
- Targeting a sufficient amount of time beyond community generated, or “reactive” workload; this can then be utilized to perform proactive or community-oriented policing services (e.g. special enforcement of high-crime areas, etc.).
- Maintaining a deployment that would help reduce risk and maintain officer safety levels.

Field law enforcement services represent one of the areas of law enforcement operations in which staffing can be quantified based on service levels desired. Several factors determine the level of patrol staffing required in a community, including:

- The community generated call for service demand by time of day, and day of week.
- The number of officers allocated in the field and how they are scheduled.
- How calls for service are managed by a law enforcement agency. Many departments throughout the United States “manage” lower priority calls for service in a number of ways. What these methods of handling calls for service have in common is that they free up the time of trained, professional officers from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training. By example, the APD utilizes the Telephone Reporting Unit to allow the community to submit reports over the phone without initiating an officer response.

- The level of service desired by the City. This reflects the amount of “proactive” time, or “unobligated” time a City desires. This is a significant factor and primary driver impacting required patrol staffing levels. Unobligated time involves time not spent handling community generated calls for service and reflects proactive time for which an officer is available for the following:
 - Community policing activities (e.g., routine business contacts or facilitating neighborhood watch meetings, etc.).
 - Directed or preventive patrol (e.g., deployment to specific areas to provide a presence to address quality of life issues, crime problems, etc.).
 - Self-initiated activity (i.e. observations, including suspicious pedestrians or vehicles, etc.).
 - Conducting follow-up investigations on minor crimes
 - Other prioritized special projects and administrative tasks (e.g., developing policies and procedures, etc.).

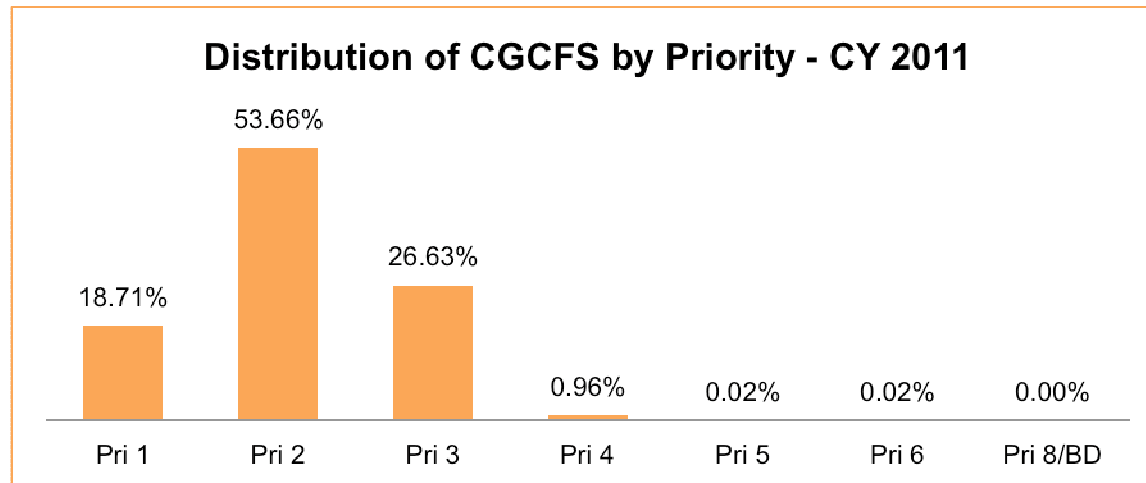
The project team has employed a model based on these decision points in evaluating officer field staffing for the APD in terms of workload, service levels, and overall operations.

The project team obtained and analyzed comprehensive CAD data from the dispatch center for the calendar year 2011. This data included such items as the incident number, call entry date, unit identification, dispatch date and time, unit en-route time, unit arrival time, unit clearance time, type of call, priority, etc. As the fundamental basis for measuring the adequacy of patrol staffing resources, the following table summarizes the number of community-generated calls for service in Albuquerque during 2011:

Hour of Day	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Grand Total
0:00	2401	1198	1206	1150	1203	1388	2351	10897
1:00	2196	946	999	995	940	1231	2085	9392
2:00	1863	699	792	782	792	1071	1920	7919
3:00	1323	492	561	511	563	683	1260	5393
4:00	842	369	429	415	453	535	902	3945
5:00	601	407	440	407	397	448	639	3339
6:00	545	584	664	587	552	698	599	4229
7:00	737	1167	1235	1273	1188	1173	936	7709
8:00	1057	1700	1801	1702	1655	1629	1280	10824
9:00	1369	1963	1935	1891	1955	2045	1748	12906
10:00	1622	2200	2073	2121	2198	2256	1992	14462
11:00	1772	2403	2251	2198	2378	2400	2054	15456
12:00	1897	2508	2409	2467	2417	2572	2258	16528
13:00	1861	2729	2462	2472	2478	2571	2181	16754
14:00	1947	2759	2685	2715	2683	2812	2305	17906
15:00	2218	2868	2965	2681	2791	2956	2309	18788
16:00	2329	3073	3077	2914	2946	3296	2590	20225
17:00	2446	2903	2892	2923	2842	2993	2635	19634
18:00	2241	2527	2531	2510	2506	3033	2582	17930
19:00	2155	2262	2193	2252	2283	2612	2478	16235
20:00	2048	2107	2067	2142	2168	2552	2394	15478
21:00	2044	2013	1941	1957	2074	2450	2432	14911
22:00	1886	1683	1725	1822	1944	2527	2710	14297
23:00	1523	1499	1481	1410	1745	2411	2575	12644
Grand Total	40923	43059	42814	42297	43151	48342	47215	307801

As shown, the project team identified 307,801 unique community generated calls for service responded to by the patrol officers of APD during 2011.

To provide further context of types of calls for service, the following table summarizes the total number of calls, per priority:



For the City of Albuquerque, approximately 19% of the total community generated calls for service are Priority 1 calls, 54% are Priority 2 calls and 27% are Priority 3 calls.

The following table summarizes the important data factors to arrive at the time utilized by patrol officers to handle the workloads, as well as determination of appropriate levels of patrol staffing resources:

Factor in Call For Service Handling Time	Summary	Benchmark	Actual APD Time
Primary Unit Handling Time	There were 307,801 calls for service during CY 2011, for which at least one law enforcement unit responded and addressed.	35 minutes/call	49.7 minutes/call
Average Back-up Units per Call for Service	This is based on back-up rates to the unique calls for service identified above.	0.50 units/call	0.68 units/call
Average Time Back-up Unit(s) at Scene per Call	Benchmark indicates back-up units on-scene ~75% of Primary Unit Time. Formula (min/call X back-up units/call X 75%)	11.25 min/call	23.2 min/call
Average Time / All Units at Scene	Sum of Primary Unit Handling Time + Average Time Back-Up Unit(s) at Scene per Call	41.25 min/call	72.88 min/call
Report Writing Time	Is included in the handling time.	45 min/report	Included in handling time
Booking Time	Is included in the scene time.	90 min/ booking per arrest	Included in handling time
Total Time Required per Call for Service		59.6 min/call	72.88 min/call

Another critical workload element to determine staffing requirements is the amount of annual time available for field personnel to perform their work. A typical employee is paid for 2,080 regular hours per year; however, these employees perform core business duties well below this figure due to scheduled and unscheduled leave, administrative requirements, etc. The project team defines net availability as the number of hours that an officer (or any other employee) is available to perform his/her key roles and responsibilities after the impact of leaves and administrative

responsibilities have been subtracted from the gross 2,080 scheduled hours of work.

Based on leave reports provided by the City of Albuquerque, the average number of regular hours worked by patrol officers was approximately 1,771 hours, after deducting hours for sick leave, vacation, administrative leave, etc. Although officers are working an average of 1,771 hours after leave, they are not available to perform core business work until various administrative time is subtracted from their assignment, per policy or otherwise. The following table captures these requirements, resulting in an average “net availability” for each officer per year.

Administrative Requirement	Average Hours Per Officer Per Year	Explanation of Information
<i>Average Assignment Hours Available</i>	1,771	Based on average leave data.
Training	-90	Based on actual training data per staff.
Briefings, Lunches, Breaks, Court etc.	-172	Average of 90 minutes per available shift
Net Annual Available Hours After All Leave/Administrative Factors	1,509	Final “net availability” calculation (or 72.5% availability based on 1,509 divided by 2,080 hours)

It should be noted that these administrative requirements are consistent with most other law enforcement agencies and are not outside of ranges typically seen by the project team. Net annual available hours from 1,300-1,500 hours annually are a range considered the norm, and the Albuquerque Police Department is on the higher end of this range.

Based on all the available data, the 476 authorized patrol officer positions are adequate to meet the service demands of the City of Albuquerque while providing high levels of proactive time. The following table illustrates the numbers of officers required to ensure appropriate proactive levels of time exist for officers.

	<u>Workload Factor</u>
1. COMMUNITY GENERATED WORKLOADS	
Calls for service	307,801.00
Handling Time	255,474.83
Back up Rate	0.68
Handling Time for Back Up Units (estimated, based on 68% of initial units)	0.57
Total Time for Back Up Unit CFS Handling	87,723.29
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	<u>343,198.12</u>
2. TIME FOR PREVENTIVE PATROL AND OFFICER INITIATED ACTIVITY	
50% of Available Time	343,198.12
45% of Available Time	280,798.46
40% of Available Time	228,798.74
3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES	
50% of Available Time	686,396.23
45% of Available Time	623,996.57
40% of Available Time	571,996.86
4. PER OFFICER AVAILABILITY	
Net hours worked each year	<u>1,509.24</u>
5. OFFICERS REQUIRED TO HANDLE WORKLOADS	
50% of Available Time	454.80
45% of Available Time	413.45
40% of Available Time	379.00
6. ADJUSTMENT FOR TURNOVER (6%)	
50% of Available Time	482.08
45% of Available Time	438.26
40% of Available Time	401.74

Factoring a turnover rate of 6%, the APD would require minimum patrol staffing of 438 officers to continue to provide service with proactive available time of 45%.

The project team developed an analysis of proactive time to assist in the evaluation of current patrol deployment and determine staff resource allocation and, ultimately, staffing requirements. The concept of proactive time is very important in law enforcement; reiterating, it is the amount of time available to field deployed officers after handling community generated calls for service and related workloads. If field personnel are committed to calls for service response a large proportion of the time and have little “unobligated” time, they have little capability to undertake self-initiated activity, impact the root causes of crime and quality of life issues, or to work closely with citizens of the community. Moreover, field personnel with little uncommitted time find it difficult to produce response times that are generally satisfactory.

The provision of field patrol services in municipal law enforcement agencies has come full circle in the United States in the past 40 years. The more traditional law enforcement approach involved a Police Officer who walked a particular district or neighborhood. A traditional district officer knew people in the area and was in a position to know potential problems before they occurred. With the growth of the suburban and urban communities and rising expectations for the roles to be played by police officers, the focus changed to one of responding quickly to a wide range of problems with less focus on the importance of proactive knowledge and service in an area.

Currently, a major focus of law enforcement throughout the country is on “community policing” – a return to providing a wide range of services identified by citizens and more “proactive” law enforcement. Community policing has taken the form of countless initiatives throughout the country in recent years. The table below provides a summary of the key service levels possible with different available proactive time.

40% Proactive Time	45% Proactive Time	50% Proactive Time
<ul style="list-style-type: none"> Below this level, proactive time begins to come in blocks that are too small to be useful for problem-oriented policing, and the ability to quickly respond to calls for service diminishes. Officers are providing the minimum level of effective service and should be able to engage in a wide range of preventive activities, including directed patrol, responding to non-criminal quality of life complaints, engaging in traffic and other activities. Ability to engage in community meetings and other time consuming efforts. This level requires active involvement of supervisors. More of the officer's time is dictated by the necessity of handling calls for service than in higher target situations. 	<ul style="list-style-type: none"> Proactive time at this level provides a high level of service for the community, and provides an effective and efficient balance of reactive and proactive workload. At this level, officers are providing a high level of service and should be able to address the proactive needs of the community, without having to deal with having too high or too low of proactive time available. At this level as well, supervisors are to be held accountable for their officers' utilization, and for the results in the community. 	<ul style="list-style-type: none"> Above this level, proactive time comes in blocks that are difficult to utilize in routine shift circumstances. Proactive time of more than 50% is an inefficient and ineffective use of time, and it is difficult to manage personnel whose time is so heavily weighted in this way. At this level, officers provide a very high level of service and should be able to engage in a full range of proactive activities (e.g., traffic, special enforcement and directed patrol). This level of proactivity requires a commitment to actively manage the use of this time, for supervisors to be held accountable for their utilization and for the results in the community.

The matrix above provides a compilation of the basic levels of patrol service in a community based on proactive time available. The points below provide a summary of key elements needed to provide effective patrol services to a community. Many of which the City of Albuquerque currently embraces:

- Effective municipal law enforcement requires a field patrol force, which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Department balance personnel, resources and time to handle both of these types of law enforcement. Between 50% and 60% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent providing the proactive patrol or “community policing.”
- The time that each Officer has available for proactive patrol needs to be structured and should not be approached in a random way. Random patrol is not effective in addressing issues in the community – patrol should include efforts to address specific problems in pre-determined ways. This should be planned/accomplished at the Patrol Team level with oversight provided by the Commander.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century. Establishing a patrol proactivity target is important for effective management and planning of a patrol operations force.

In general, the project team views 40% to be a minimum average proactive time target for an agency involved in community policing; 50% is targeted by agencies that have developed or desire a comprehensive program of officer / community involvement. Several key factors should be kept in mind when reviewing the analysis of proactive time.

- Proactive time availability was calculated using the community generated calls for service methodology and net availability noted earlier in the chapter.
- Proactive time availability is based on 2011 information and represents a “snap-shot” in time; it may not reflect

what is occurring now or what occurred previously, but it can certainly be representative of near-term patrol operations and thus can drive staffing level requirements.

- Proactive time calculations are based on fundamental assumptions:
 - The overall time required for writing reports and processing arrests/bookings are equally distributed throughout the 24/7 cycle.
 - Breaks and administrative duties are equally distributed and provided throughout a shift.
- Proactive time calculations can change dependent upon the number of patrol officers deployed and assigned to each time period. In effect, officer resources, founded on call for service and net availability data, drive proactive time availability.

For the City of Albuquerque, the project team would recommend a target of 40 - 45% for proactive time. Currently the City has an overall proactive level of 45%, but this number varies greatly throughout the day as shown in the table on the following page. It is important to note that proactive time is derived using the average number of officers available, the average number of calls and the average call handling time, which is why there are times negative availability will occur. What is important is the overall proactive time available over the general timeframes.

2011 - Proactive Time Available by Hour/DOW

Time/Day	Sun	Mon	Tue	Wed	Thu	Fri	Sat	AVERAGE
0	32%	66%	66%	68%	66%	61%	34%	56%
100	38%	73%	72%	72%	73%	65%	41%	62%
200	47%	80%	78%	78%	78%	70%	46%	68%
300	63%	86%	84%	86%	84%	81%	64%	78%
400	76%	90%	88%	88%	87%	85%	75%	84%
500	83%	89%	88%	89%	89%	87%	82%	87%
600	85%	84%	81%	83%	84%	80%	83%	83%
700	72%	56%	53%	51%	55%	55%	64%	58%
800	60%	35%	31%	35%	37%	38%	51%	41%
900	48%	25%	26%	28%	26%	22%	33%	30%
1000	38%	16%	21%	19%	16%	14%	24%	21%
1100	32%	8%	14%	16%	9%	9%	22%	16%
1200	28%	4%	8%	6%	8%	2%	14%	10%
1300	29%	-4%	6%	6%	6%	2%	17%	9%
1400	26%	-5%	-2%	-3%	-2%	-7%	12%	3%
1500	47%	31%	29%	36%	33%	29%	45%	36%
1600	44%	27%	26%	30%	30%	21%	38%	31%
1700	42%	31%	31%	30%	32%	29%	37%	33%
1800	46%	40%	40%	40%	40%	28%	38%	39%
1900	49%	46%	48%	46%	45%	38%	41%	45%
2000	51%	50%	51%	49%	48%	39%	43%	47%
2100	51%	52%	54%	53%	50%	41%	42%	49%
2200	55%	60%	59%	56%	54%	40%	35%	51%
2300	57%	58%	58%	60%	51%	32%	27%	49%
AVERAGE:	50%	46%	46%	47%	46%	40%	42%	45%

Using time blocks consistent with shift bidding for APD of 0000-0700 for Grave, 0700-1500 for Day and 1500-2300 for swing the following average proactive time by shift is available in Albuquerque.

Shift	Proactive Time Available
Grave	77%
Day	23%
Swing	42%
Overall	45%

As shown the day shift has the lowest proactive time available at 23% and the grave shift has the highest at 77%. Higher proactive times during a graveyard shift are typical as community generated calls for service typically decline in the overnight hours, but there is still a need in the community for officers to be available to both answer calls for service and provide backup to other officers during high priority incidents.

The low availability of proactive time during the day shift is also common as higher community activity leads to increased demand for services. In Albuquerque specifically, officers assigned to the day shift are often called to court, which further reduces their availability and results in very low proactive time available for day shift officers. The prosecution of their own cases adversely effects available/proactive time for day shift officers. This is largely due to the amount of time required to attend court during the day shift. As shown in the table on the previous page, this often leads to the call volume exceeding the available time of officers to handle calls, which causes call stacking and longer wait times for persons requesting police assistance. With the availability of additional resources to assist during high call demand times in the day shift, a lower overall proactive availability is not uncommon, but the project team recommends a minimum of 30% available proactive time for any one shift.

The APD utilizes call demand to determine staffing levels of each Area Command. Therefore, the officer staffing in each Area Command is consistent with the call demand from the previous cycle and predicted call demand in the upcoming cycle based on a two-year call trend.

In the 2011 shift bid, the following breakdown of information was noted in APD documents:

APD – 2011 Assignment of Available for Duty Officers by Area

Shift	Southeast	Northeast	Valley	Foot Hills	Northwest	Southwest	Total
Days	28	28	26	19	16	19	136
Swing	37	33	32	25	23	21	171
Grave	34	29	28	19	18	19	147
Total	99	91	88	63	57	56	454

APD – 2011 Call for Service Demand by Shift/Area

Shift	Southeast	Northeast	Valley	Foot Hills	Northwest	Southwest
Days	35%	37%	42%	36%	38%	34%
Swing	47%	44%	41%	46%	44%	48%
Grave	18%	19%	17%	19%	17%	18%

APD – 2011 Staff Allocation by Shift/Area

Shift	Southeast	Northeast	Valley	Foot Hills	Northwest	Southwest
Days	28%	31%	29%	30%	28%	29%

Swing	37%	36%	36%	40%	40%	38%
Grave	34%	32%	31%	30%	32%	34%

As shown, while the call demand varies greatly between the shifts, the percentage of officers assigned is fairly consistent with Swing shift having the greatest % assigned officers and Day shift the least % of assigned officers. This differs from the calls for service demand where Swing shift has the greatest % of calls for service and Grave shift has the lowest percentage of calls.

Based on the calls for service demand in each Area Command and the current proactive available time the project team recommends the following staffing adjustments. As Swing shift currently has an acceptable level of proactive time, no changes are being recommended to Swing shift staffing. This plan will more improve the proactive available time on Day shift, while ensuring adequate resources exits on the Grave shift to meet service demands and provide back up.

APD – Recommended Assignment of Available for Officers by Area based on CFS Demand

Shift	Southeast	Northeast	Valley	Foot Hills	Northwest	Southwest	Total
Days	34	33	36	22	21	19	165
Swing	37	33	32	25	23	21	171
Grave	28	25	20	16	13	16	118
Total	99	91	88	63	57	56	454

As shown above, the project team recommends number of officers should be increased during the Day shift and decreased on the Grave shift to improve overall officer utilization and availability. When actual staffing levels reach the current authorized staffing level of 476 further improvements can be made to personnel assignments to bring day shift in line with the recommended 40 – 45% available proactive time.

Communications

Current Situations

The Communications Center serves as the primary public safety answering point (PSAP) for the City of Albuquerque. This is accomplished using staffing dedicated to three areas: 9-1-1, NCIC and Dispatch. In order to perform these functions the Center is authorized the following staffing levels:

- One (1) Manager
- Two (2) Administrators
- Two (2) Coordinators
- Two (2) System Administrators
- 10 Supervisors
- 65 9-1-1 Call Takers
- 12 NCIC Operators
- 44 Dispatchers

The following tables illustrate the staffing plans for the Communications Center in July 2011:

July 2011 - Supervisor Staffing

	<u>MON</u>	<u>TUE</u>	<u>WED</u>	<u>THU</u>	<u>FRI</u>	<u>SAT</u>	<u>SUN</u>
00-01	2	2	1	2	1	2	2
01-02	2	2	1	2	1	2	2
02-03	2	2	1	2	1	2	2
03-04	2	2	1	2	1	2	2
04-05	2	2	1	2	1	2	2
05-06	2	2	1	2	1	2	2
06-07	2	2	1	2	1	2	2
07-08	2	2	2	2	2	2	2
08-09	2	2	2	2	2	2	2
09-10	2	2	2	2	2	2	2
10-11	2	2	2	2	2	2	2
11-12	2	2	2	2	2	2	2
12-13	2	2	2	2	2	2	2
13-14	3	2	2	2	3	3	3
14-15	3	2	2	2	3	3	3
15-16	3	2	2	2	3	3	3
16-17	3	2	2	2	3	3	3
17-18	2	2	2	2	2	2	2
18-19	2	2	2	2	2	2	2
19-20	2	2	2	2	2	2	2
20-21	2	2	2	2	2	2	2
21-22	4	3	4	3	4	4	4
22-23	4	3	4	3	4	4	4
23-00	2	1	2	1	2	2	2
23-00	2	1	2	1	2	2	2

July 2011 – 9-1-1 Call Taker Staffing

Hours	<u>MON</u>	<u>TUE</u>	<u>WED</u>	<u>THU</u>	<u>FRI</u>	<u>SAT</u>	<u>SUN</u>
00-01	14	14	14	14	14	14	14
01-02	14	14	14	14	14	14	14
02-03	14	14	14	14	14	14	14
03-04	10	10	10	10	10	10	10
04-05	10	10	10	10	10	10	10
05-06	10	10	10	10	10	10	10
06-07	10	10	10	10	10	10	10
07-08	13	13	13	13	13	14	14
08-09	13	13	13	13	13	14	14
09-10	13	13	13	13	13	14	14
10-11	13	13	13	13	13	14	14
11-12	13	13	13	13	13	14	14
12-13	13	13	13	13	13	14	14
13-14	13	13	13	13	13	14	14
14-15	13	13	13	13	13	14	14
15-16	14	14	14	14	14	14	14
16-17	14	14	14	14	14	14	14
17-18	14	14	14	14	14	14	14
18-19	14	14	14	14	14	14	14
19-20	14	14	14	14	14	14	14
20-21	14	14	14	14	14	14	14
21-22	14	14	14	14	14	14	14
22-23	14	14	14	14	14	14	14
23-00	14	14	14	14	14	14	14

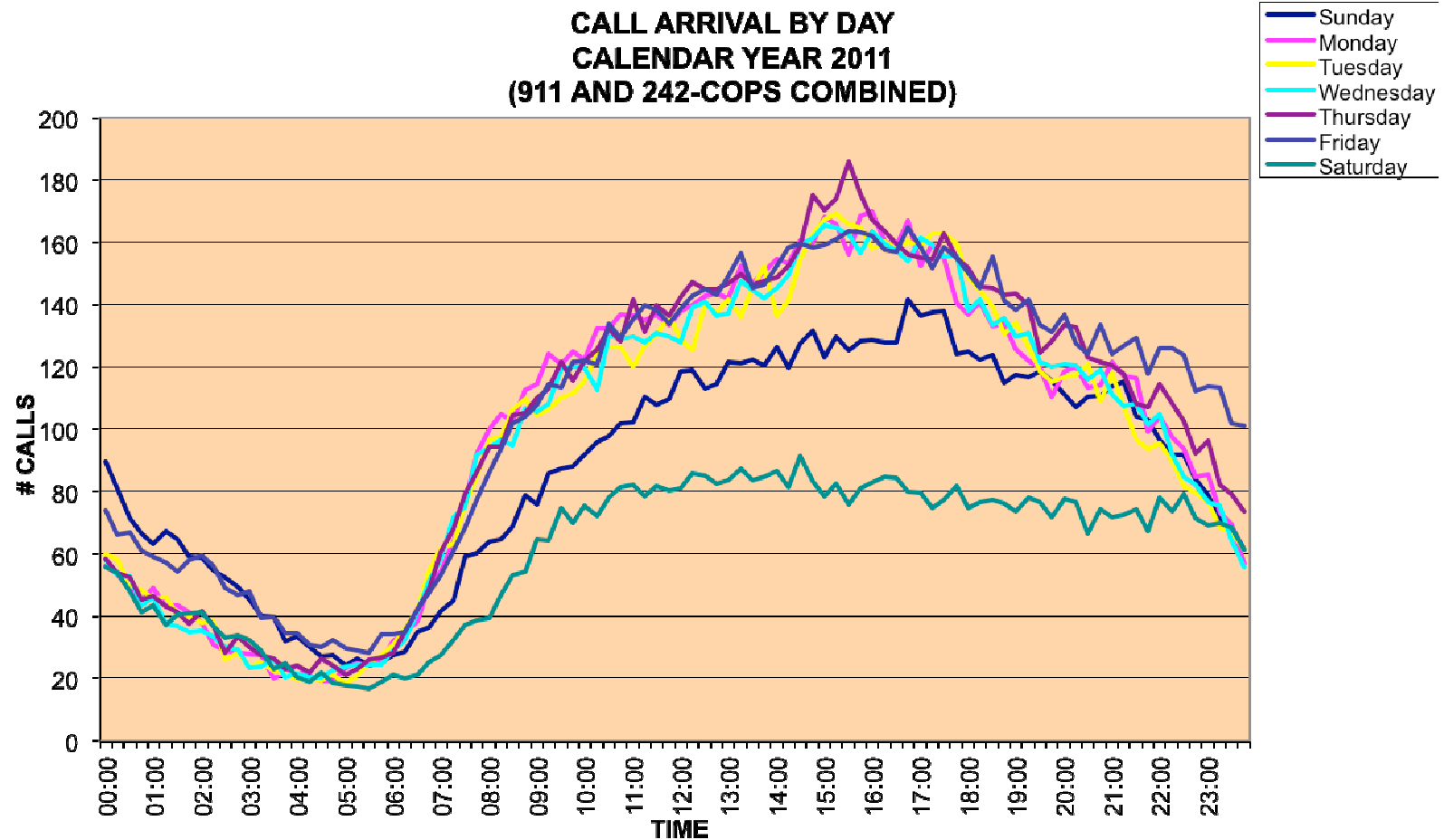
July 2011 – Dispatcher Staffing

	<u>MON</u>	<u>TUE</u>	<u>WED</u>	<u>THU</u>	<u>FRI</u>	<u>SAT</u>	<u>SUN</u>
00-01	8	8	9	9	9	9	8
01-02	8	8	9	9	9	9	8
02-03	8	8	9	9	9	9	8
03-04	8	8	9	9	9	9	8
04-05	8	8	9	9	9	9	8
05-06	8	8	9	9	9	9	8
06-07	8	8	9	9	9	9	8
07-08	8	8	8	8	8	8	7
08-09	8	8	8	8	8	8	7
09-10	8	8	8	8	8	8	7
10-11	8	8	8	8	8	8	7
11-12	8	8	8	8	8	8	7
12-13	8	8	8	8	8	8	7
13-14	8	8	8	8	8	8	7
14-15	8	8	8	8	8	8	7
15-16	9	9	8	8	9	9	8
16-17	9	9	8	8	9	9	8
17-18	9	9	8	8	9	9	8
18-19	9	9	8	8	9	9	8
19-20	9	9	8	8	9	9	8
20-21	9	9	8	8	9	9	8
21-22	9	9	8	8	9	9	8
22-23	9	9	8	8	9	9	8
23-00	8	9	9	9	9	8	8
23-00	8	9	9	9	9	8	8

July 2011 – NCIC Staffing

	<u>MON</u>	<u>TUE</u>	<u>WED</u>	<u>THU</u>	<u>FRI</u>	<u>SAT</u>	<u>SUN</u>
00-01	2	3	2	2	2	2	2
01-02	2	3	2	2	2	2	2
02-03	2	3	2	2	2	2	2
03-04	2	3	2	2	2	2	2
04-05	2	3	2	2	2	2	2
05-06	2	3	2	2	2	2	2
06-07	2	3	2	2	2	2	2
07-08	3	2	2	2	2	2	2
08-09	3	2	2	2	2	2	2
09-10	3	2	2	2	2	2	2
10-11	3	2	2	2	2	2	2
11-12	3	2	2	2	2	2	2
12-13	3	2	2	2	2	2	2
13-14	3	2	2	2	2	2	2
14-15	3	2	2	2	2	2	2
15-16	3	2	2	2	2	2	2
16-17	3	2	2	2	2	2	2
17-18	3	2	2	2	2	2	2
18-19	3	2	2	2	2	2	2
19-20	3	2	2	2	2	2	2
20-21	3	2	2	2	2	2	2
21-22	3	2	2	2	2	2	2
22-23	3	2	2	2	2	2	2
23-00	3	2	2	2	2	2	2
23-00	3	2	2	2	2	2	2

Call demand into the Communications Center is consistent with the pattern of police community generated calls discussed earlier in the report with peak times occurring in the afternoon and the slowest call demand in the early morning hours.



Analysis and Discussion:

The Communications Center has established performance objectives for the answering of both 9-1-1 and 242 COPS and continually monitors the Center's performance related to achieving these goals. The following table illustrates the performance of the Communications Center related to answering 9-1-1 and 242 COPS within established performance standards:

FY2011 Communications Performance

	911		242-COPS	
	% answered within 10 seconds	911 Calls Answered	% answered within 30 seconds	COPS Calls Answered
Jul-10	94.32%	26,478	97.36%	46,263
Aug-10	95.83%	24,961	98.23%	44,072
Sep-10	96.67%	24,516	98.62%	42,171
Oct-10	96.08%	21,537	98.37%	36,864
Nov-10	96.20%	21,956	98.21%	36,742
Dec-10	96.35%	23,216	98.58%	38,967
Jan-11	96.09%	22,461	99.30%	38,409
Feb-11	97.02%	21,234	98.71%	35,001
Mar-11	95.04%	24,972	97.82%	40,393
Apr-11	95.04%	24,660	97.65%	40,168
May-11	94.06%	25,911	97.28%	42,488
Jun-11	93.26%	26,452	96.67%	44,015
FY Average or Total	95.50%	288,354	98.07%	485,553

The current goal of the Communications Center is to answer 92.5% of 9-1-1 calls in 10 seconds or less. As shown performance over the course of FY 2011 exceeded both the goal the National Standard of 10 seconds or less 90% of the time.

As shown, the Communications center answered a total of 485,553 calls during FY 2011. Utilizing this information as a baseline, the following staffing levels are recommended for the Center.

Key Workload Indicator	Time Standard	Total Annual Time Required
Law Enforcement Dispatch Activity/ NCIC: 1,000,725	7.2 minutes for processing service requests, handling radio transmission, data entry, etc.	120,087 Hours
9-1-1 Calls: 288,354	2:30 minutes for call processing	12,015 Hours
Non-Emergency / Administrative Calls: 452,157	2 minutes for call processing	15,072 Hours
Total Workload Time		147,174 Hours
Total Staff Availability (@60% Utilization)	Communications staff should be utilized at 60% in order to allow for "free-time" that allows availability to answer calls in a timely manner, handle administrative tasks, etc.	88,304 Hours
Total Staff Required (Call-Taking, Dispatch and NCIC)	This equates to total workload time divided by staff availability (or 88% of scheduled) 1,830 hours per FTE) with 60% utilization + turnover at 10%	123.9 Full-Time Equivalents
TOTAL CURRENT (Call Taker, Dispatch and NCIC) STAFFING		121 Full-Time Equivalents
Additional Line staff to handle workload		3

The Project Team recommends adding three (3) additional FTE positions to the 9-1-1 Communications Center.

Another internal issue with the Communications Center is the tight range of base pay between call-takers and dispatchers. Currently at .32 per hour, there is little financial incentive for call-takers to move to dispatcher positions in the agency. The Project Team recommends the City conduct a job audit between the two positions to determine if the pay ranges are appropriate for each position.

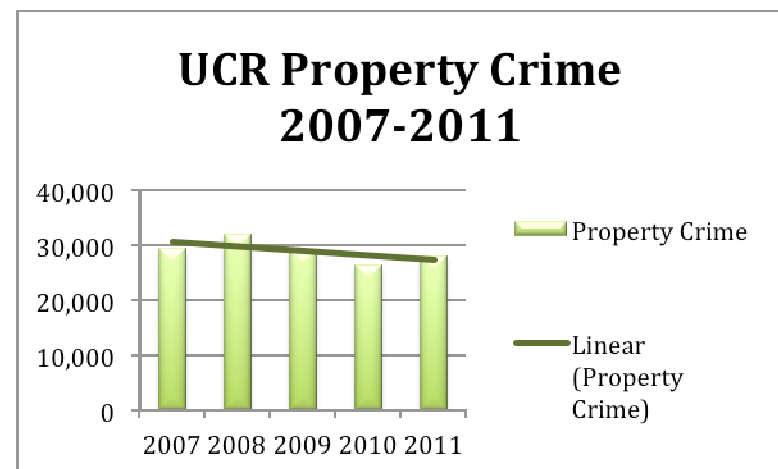
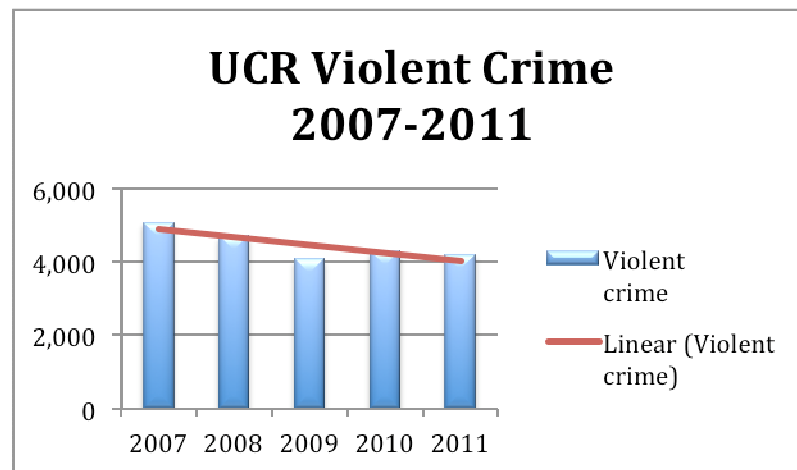
Investigative Bureau

Current Situation

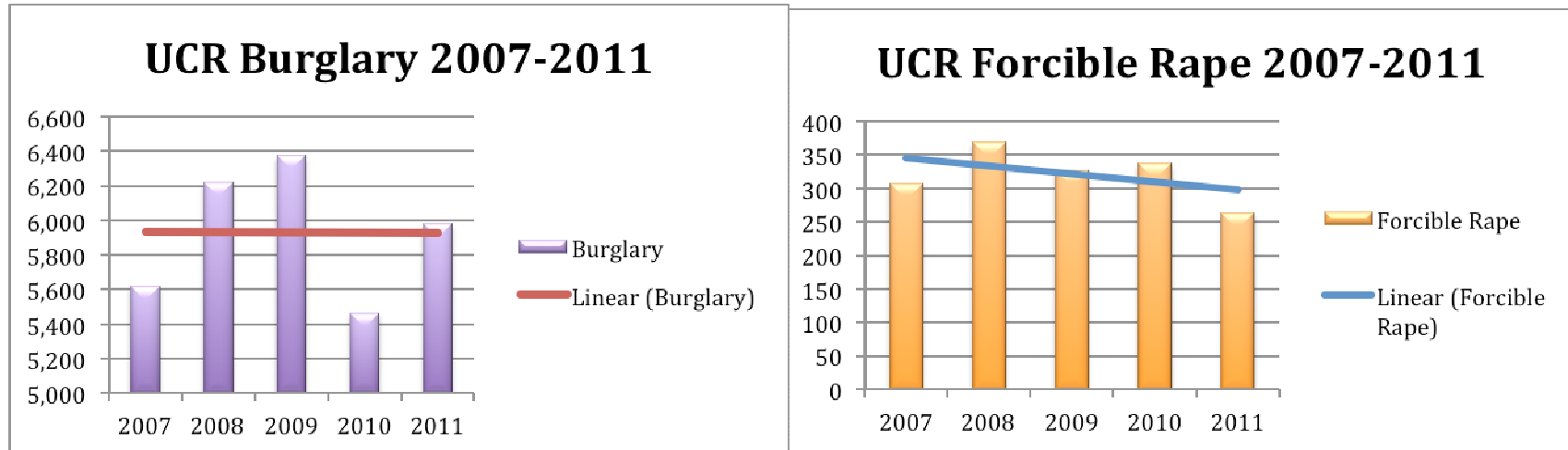
The investigative Bureau is responsible for both proactive and reactive investigation of crimes in the City of Albuquerque. To accomplish their mission, the Bureau has the following major components:

- Special Investigation Division
- Criminal Investigation Division
- Scientific Evidence Division
- HIDTA Division
- Property Crimes Division

According to the annual Unified Crime Report (UCR) records submitted to the Federal Bureau of Investigation (FBI), the overall crime trends in Albuquerque have been declining over recent years. The following charts illustrate crime trends for Part I (violent) crimes and Part II (property) crimes over the past five years.



As shown above, the trend over the past five years shows a decline for both violent and property crimes in Albuquerque. The project team requested a sampling of caseloads for detectives assigned to investigate both types of crimes to examine current caseload assignments and active cases. APD provided case logs for detectives assigned to Sex Crimes and Burglaries. The following charts indicate the five year trends for these two types of crimes in Albuquerque:



As shown above, the five-year trend for forcible rape shows a decline over the past five years, while the overall trend line for burglaries is relatively flat.

Crimes Against Property – Burglary Unit Caseload Performance Metrics – 4/2011 – 4/2012

Assigned Staffing Level	Full-time Equivalents (FTEs)
Detective Sample, 2011/12	11
Annual Cases <i>Assigned</i>	306
Average Monthly Cases <i>Assigned</i> to Each Detective	2.3
Average Monthly <i>Active</i> Cases (April 2012) for Each Detective	2.45
Benchmark Targets for <i>Active</i> Monthly Caseload per Detective	15-20 (property crimes)
Does Unit Meet the Benchmark?	Active cases are <u>below</u> Benchmark

CID – Sex Crimes Caseload Performance Metrics – Calendar 2011

Staffing Level	Full-time Equivalents (FTEs)
Detective Sample, 2011	9
Annual Cases <i>Assigned</i> to Unit	287
Average Monthly Cases <i>Assigned</i> to Each Detective	2.9
Average Monthly <i>Active</i> Cases (2011) for Each Detective	5.4
Benchmark Targets for <i>Active</i> Monthly Caseload per Detective	8-12 (person crimes)
Does Unit Meet the Benchmark?	Active cases are <u>below</u> Benchmark

As shown above the sample case loads for the nine (9) detectives from Sex Crimes and the 11 detectives from Burglary both indicated active caseloads are below benchmark standards of 8-12 for detectives assigned to persons crimes and 15-20 for detectives assigned to property crimes. Based on this information, the project team recommends an audit of the open/active cases for detectives assigned to investigate persons and property crimes to determine if current staffing levels are appropriate based on benchmark targets.

Recommendations:

- Redeploy officers from the Grave Shift to the Day Shift to improve proactive availability of Patrol Officers on Day Shift.
- Adopt recommended service levels based on proactive available time.
- Increase dispatch center staffing by three (3) dispatchers at a cost of \$162,000 including salaries and benefits.
- Conduct an audit of active caseloads of detectives assigned to property and persons crimes to ensure appropriate utilization of staff based on benchmarks.

POLICE DEPARTMENT

Organization and General Operations

Issue:

Are there internal organizational or operational areas of concern in the Police Department?

Current Situation:

While Patrol, Investigations and Dispatch are the core of the services provided by the Police Department, there are other services provided both internally and externally by the APD.

Analysis and Discussion:

Training

A Police Lieutenant oversees the training academy. This center serves as a regional police training location for both members of the Albuquerque Police Department as well as personnel from surrounding agencies. Similar to the Fire

Department, the Police Training Academy does not charge for attendance by outside agency personnel for courses held at the Academy.

The APD should evaluate the true costs associated with providing cadet, professional development, special operations and continuing education classes and determine the cost on a per student basis for delivering these programs. From this evaluation develop appropriate fees to be charged or in-kind services required of outside agencies taking advantage of the training coursed offered by APD.

Internal Affairs

Analysis and Discussion:

A Police Lieutenant who reports directly to the Chief of Police heads the Internal Affairs Unit for APD. The Unit is staffed with five (5) IA Investigators, two (2) Admin Staff (civilians) and a part-time CSA.

The Unit is responsible for conducting investigations related to complaints against employees of the APD. The Unit also is responsible for tracking the incidence of Use of Force in the agency, working with the Independent Review Office, serving as a liaison to the City Attorney Office, overseeing the agencies early intervention system (EIS) and processing public information requests related to complaints, disciplinary actions or police involved shootings.

The current processes in the Internal Affairs Unit are very paper intensive. There are no digital files or computerized case management systems in place. The unit has no access to personnel files or records of employees in the agency. The EIS is an Access database, which was developed internally and does not link to the internal affairs records or provide any proactive early warning notifications.

This requires the unit to spend a considerable amount of time compiling records from several different sources to produce the required quarterly reports. Also all cases must be copied prior to being sent to the Chief, IRO and City Attorney for review. This elongates the review process for pending IA cases.

There are easily obtained commercially available internal affairs software packages that provide case management, early warning, reporting and document control that should be considered to improve the efficiency of case management and early intervention for the APD. This software will allow supervisors in the field to enter events such as use of force, weapon discharge etc and proactively alert IA when threshold limits have been reached. The systems also allow digital

review and approval of reports.

The project team recommends the APD consider purchasing a commercially available Internal Affairs Management software package to improve the efficiency of the Unit and internal affairs processes.

Technology Services

Analysis and Discussion:

The Police Department operates a stand-alone Technology Services Division. A civilian technology manager leads the division, which is staffed with a mixture of sworn and civilian personnel. The following staffing levels exist in the Technical Services Division:

- 1 Manager (Civilian)
 - 1 Lieutenant (Sworn)
 - 1 Application Manager (Civilian)
 - 3 System Administrators (Civilian)
 - 2 System Analysts (Civilian)
 - 1 Desktop and PC Support Supervisor (Sworn Sgt.)
 - 7 Technicians (3 Civilian, 4 Sworn)

There are low spans of control in the Division with Manager having 3 direct reports and the Lieutenant having no supervisory responsibility, but rather being responsible with purchasing and acquisition for the Division. The decision to staff the Technology Services Division (TSD) with sworn and civilian personnel arose from cutbacks in civilian personnel previously assigned to the Division. The manager and Lieutenant positions should be eliminated with management and oversight of IT being transferred to the City IT Department.

Similar to the Fire Department, all IT applications in the PD are required to meet City adopted standards for maintenance, support and programming, which again brings the question as to why the City IT Department does not provide service to all Departments in the City. Emergency services do have certain systems which need to be maintained immediately when issues arise, which is typically why internal IT services occur as the broad service from a Citywide IT Department may not meet service requirements.

All sworn personnel should be removed from Technology Services and replaced with civilian computer technicians.

The development of service level agreements in many jurisdictions has alleviated this issue. The emergency services will outline which systems are “critical” and what acceptable service level and “downtimes” are while the City IT agrees to meet services level agreements on a 24-hour basis related to these systems (i.e. radios, dispatch, NCIC etc.).

The project team recommends the City bring IT services into a single department and develop service level agreements that meet the unique requirements of the 24-hour operations of emergency services (police, fire, dispatch).

Payroll

Analysis and Discussion:

A Civilian manager oversees the Personnel and Payroll Division. The staffing of the Division is as follows:

- 1 Manager
 - 1 Admin Assistant (Personnel)
- 1 Payroll Supervisor
 - 4 Timekeepers

The four time keepers in APD are responsible for entering payroll information from paper forms submitted by each division into the payroll system. During interviews the topic of payroll inaccuracies and the delay of exceptions not being paid until the following pay period was raised. In Interviews with the Fire Department it was discovered that an internal audit showed that to be effective with the current system 1 timekeeper could accurately enter payroll for 250 employees. The current timekeepers in APD are each responsible for entering approximately 400 time records each pay period. Based on the FD audit the PD should employ 6.4 timekeepers.

The primary issue related to payroll was a lack of the full implementation of People Soft, no automated time card system and the lack of employee self service. This results in a reactive approach in the Personnel and Payroll Division.

The City should fully implement the ERP to eliminate the need for manual entry from paper timesheets and improve efficiency in the payroll process for the Department. This would eliminate the need to hire additional payroll clerks for the entering of timesheets.

Air Support

Analysis and Discussion:

The APD provides air support with one fixed wing and one rotary aircraft. The Unit fixed wing aircraft is deployed on day and swing shift, while the rotary aircraft is deployed on late swing and Grave shift. The pilots, mechanic and observers assigned to this unit are all sworn officer of the APD.

The limitation of the helicopter to Late Swing and Grave Shift is due to limitations on temperatures when the helicopter can fly due to the altitude of Albuquerque. The altitude restricts the helicopter to service when the temperatures are at or below 70 degrees.

In 2011 the Air Support Unit responded to 709 calls for service. This is roughly two (2) calls per day, which would indicate an opportunity to improve utilization of these expensive capital resources.

Bernalillo County also operates an Air Support Unit and there is an opportunity to join efforts with the County to both improve utilization and decrease the costs associated with both entities maintaining their own air support fleets.

The Project Team recommends exploring opportunities for the City and County to collaborate on the joint delivery of air support for the City and County.

Office of the Chief of Police

Analysis and Discussion

The Office of the Chief of Police has one of the highest spans of control of any area in the APD, which is highly unusual given the responsibilities of this position. The Project Team recommends adding a 4th Bureau to the APD. The Administrative Services Bureau could be lead by a 4th Deputy Police Chief and oversee the following areas:

- Fiscal Division
- Personnel and Payroll
- Planning and Policy
- Public Information
- Smart Policing
- Communications

This would alleviate the Chief of Police of the responsibility for handling many day-to-day functions in the agency and have the following areas as direct reports:

- Administrative Assistant
- Legal Advisor
- Strategic Support
- Internal Affairs
- Deputy Chiefs (4)

The project team recommends adding an additional Deputy Chief position to the APD and creating an Administrative Services Bureau.

Recommendations:

- **Evaluate the true costs associated with offering training classes to outside agencies and determine an appropriate charge on a per student basis for attending classes at the APD Academy.**
- **Purchase a commercially available Internal Affairs Management software package to improve the efficiency of the IA Unit and internal affairs processes.**
- **Bring IT services into a single department and develop service level agreements that meet the unique requirements of the 24-hour operations of emergency services departments (police, fire, dispatch).**
- **Fully implement the ERP to eliminate the need for manual entry from paper timesheets and improve efficiency in the payroll process or hire 2 additional timekeepers if there will be further delay in fully implementing the ERP.**
- **Explore opportunities for the City and County to collaborate on joint delivery of air support for the City and County police agencies.**
- **Create an Administrative Service Bureau lead by a Deputy Chief.**

POLICE DEPARTMENT
Staffing Recommendations

The table below illustrates the staffing recommendations for the Police Department based on the information contained in this chapter of the report. These staffing recommendations are not intended to represent the entire agency, but rather to clearly identify additions/deletions to existing staffing levels by functional area as recommended:

Unit/Position	Current Staffing	Recommended Staffing	Change
Dispatch Center			
Supervisor	10	10	0
Dispatcher	44	47	+3
Call Taker	69	69	0
Personnel/Payroll			
Manager	1	1	0
Payroll Supervisor	1	1	0
Timekeeper	4	6	+2
Technology Services			
Lieutenant	1	0	-1
Application Manager	1	1	0
System Administrator	3	3	0
System Analyst	2	2	0
Supervisor (sworn)	1	0	-1
Supervisor (Civilian)	0	1	+1
Technicians (Civilian)	3	7	+4
Technicians (Sworn)	4	0	-4
Office of the Chief of Police			
Chief of Police	1	1	0
Deputy Chief	3	4	+1

17. SENIOR AFFAIRS

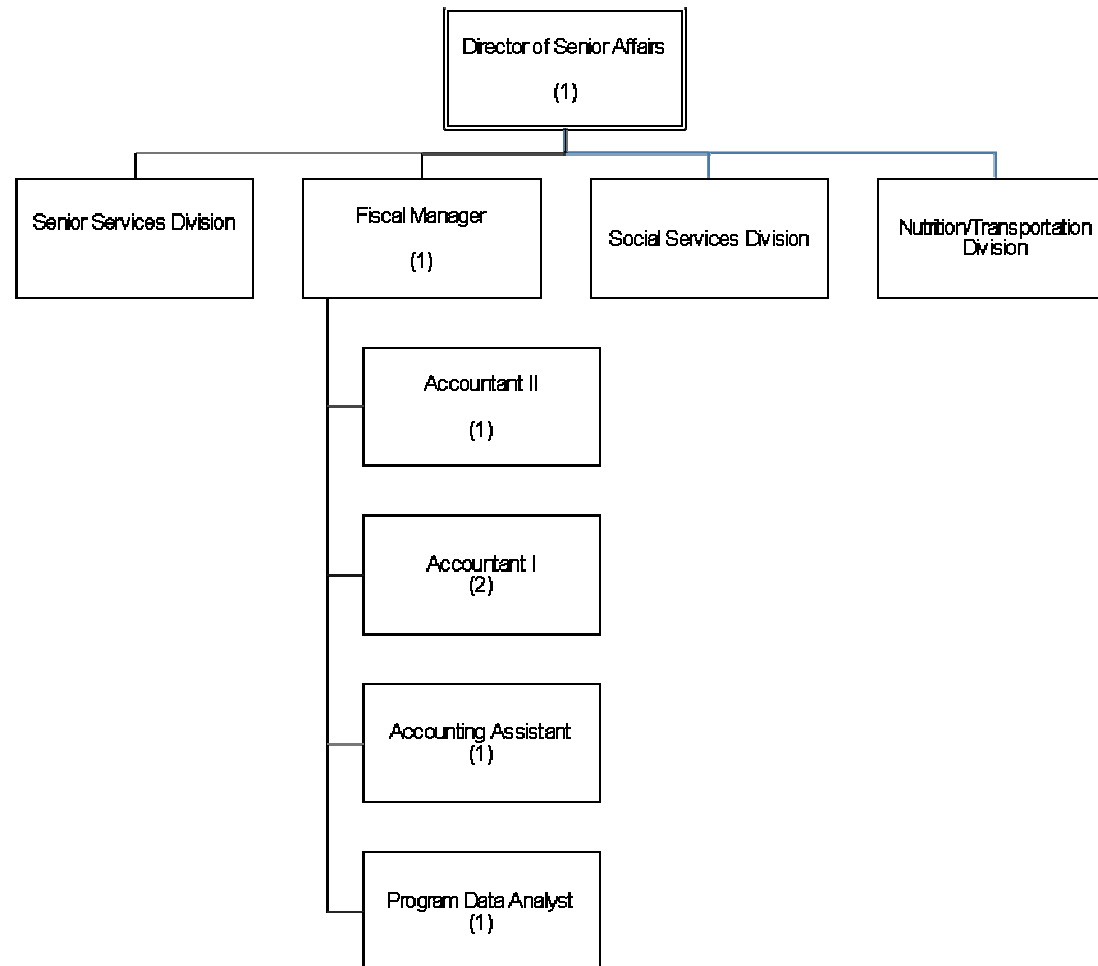
This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Senior Affairs Department.

1. DEPARTMENT SUMMARY

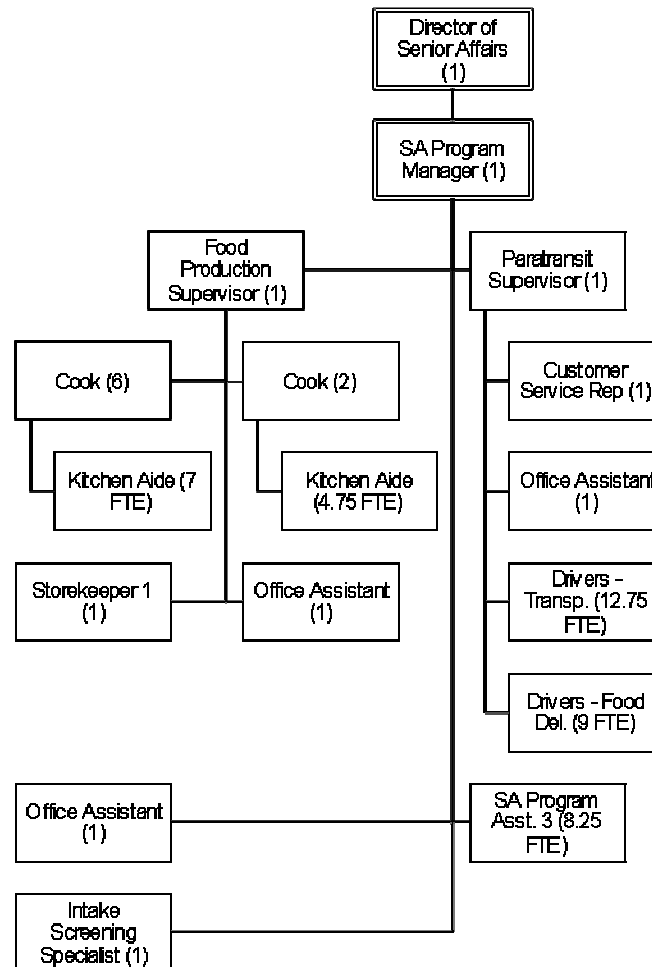
The Department of Senior Affairs provides a variety of programs and services focused primarily on those residents 50+ years of age. Over the last decade, the Department of Senior Affairs has begun the effort of creating multigenerational centers as a result of an increase in grandparents who are raising their children. Programs generally fall in three broad categories: well being and fitness; access to basic services; and volunteerism. The Department manages and operates six senior centers, two multigenerational centers, four fitness centers, nineteen satellite centers, one CASA kitchen, and one Home Services facility where services are provided. The Department of Senior Affairs has a total of **108 positions** budgeted in FY/12 (51 are general fund positions and 57 are grant-funded positions), a decrease of 3 positions from the original FY/11 budget. In addition, the department employs 86 part-time employees, totaling 194 employees. The Senior Affairs Department FY12 budget is \$12,941,000 (\$4.1M personnel, \$1.8M operating, \$.32M transfers, and \$6.7M grants). \$6.2M of the budget is from General Fund sources.

The overall Senior Affairs Department is composed of the following organizational units with the total number of staff positions shown.

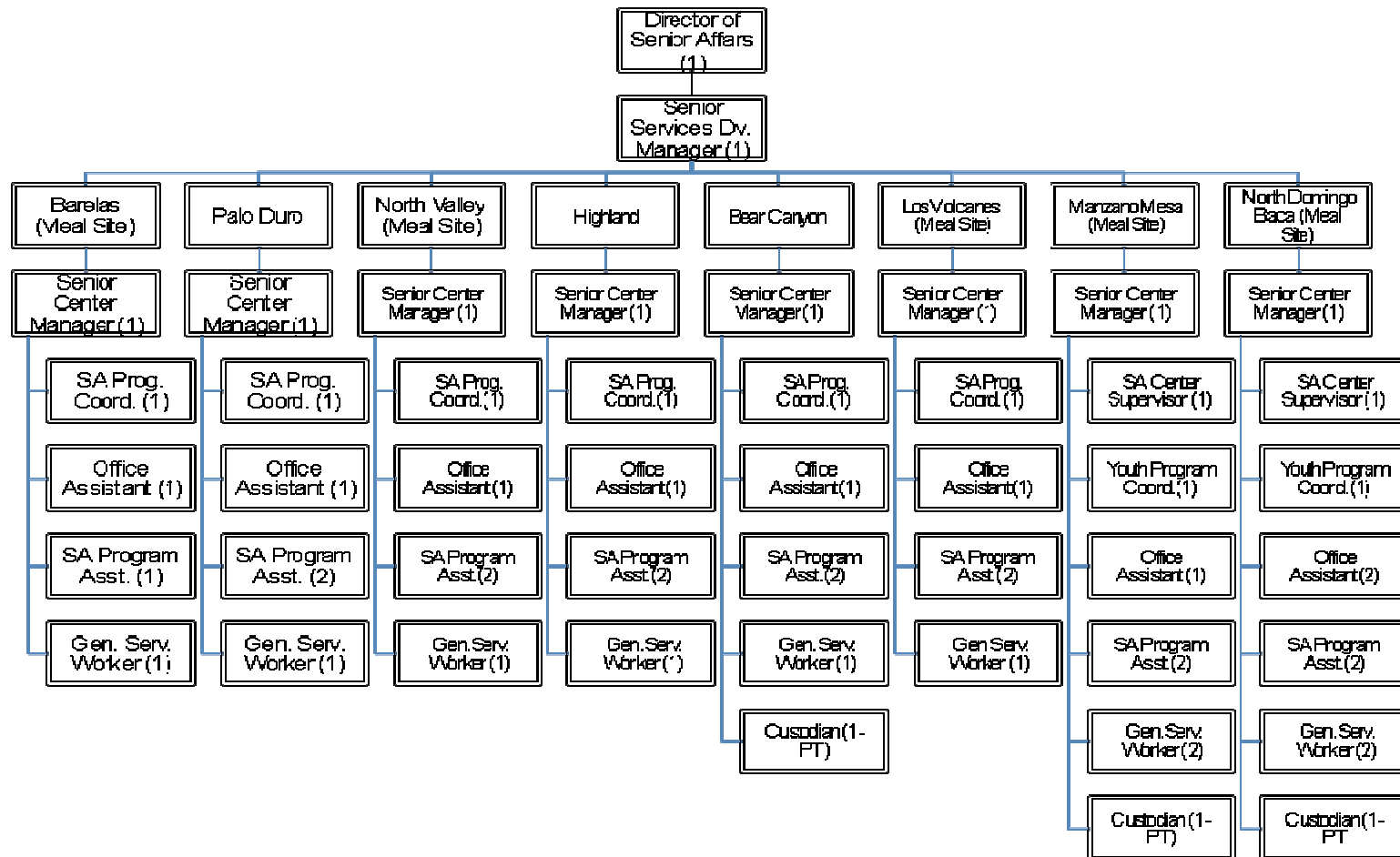
Department of Senior Affairs
ADMINISTRATION DIVISION



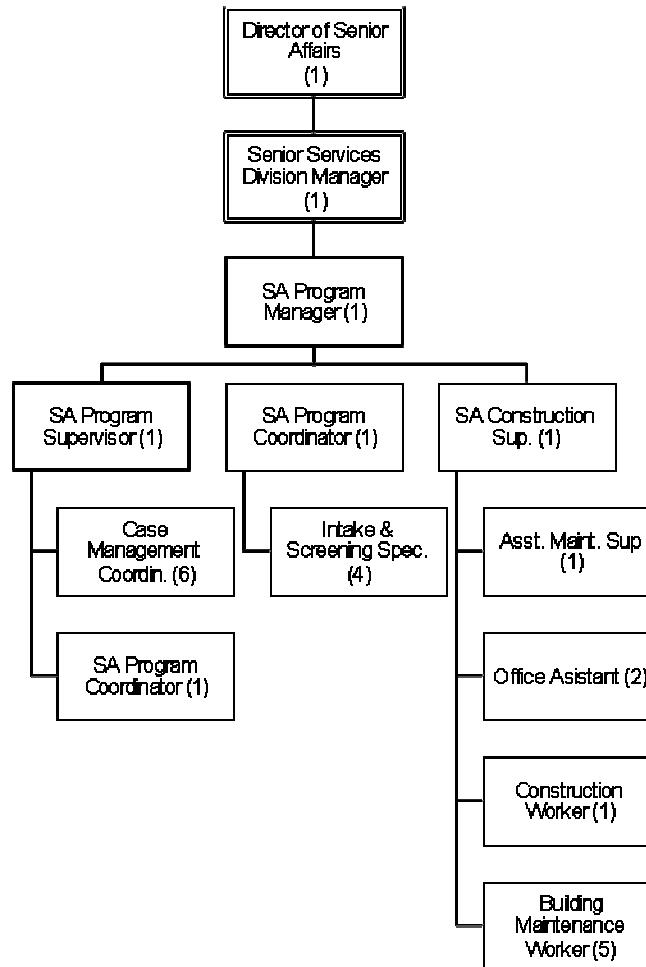
Department of Senior Affairs
NUTRITION & TRANSPORTATION DIVISION



Department of Senior Affairs
RECREATION DIVISION



Department of Senior Affairs
SOCIAL SERVICES DIVISION



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of "effective practices" based on the study team's experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this citywide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance checklist is provided upon which the Senior Affairs Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
Spans of control are appropriate.	√		
The overall plan of organization makes sense – logical functions are grouped together, divisions are limited to those necessary for span of control / operational need.	√		
The Department provides programs and services that do not overlap with other City Departments.		√	
Formal use of trend analysis to identify changing senior recreation needs and demands for services is in place and consistently employed.	√		
A strong public information program has been established to inform and educate residents about the benefits and value of the senior programs, the cost to participate, and opportunities to become involved.	√ (partial)		
Aggressive promotional techniques are utilized for senior programs and services.		√	
A detailed marketing plan for recreation services has been developed and regularly updated.	√		
Registration is made as easy as possible so as to encourage participation.	√		
Alternative service delivery methods are periodically assessed to determine if there are cost-effective service delivery options.	√		

Best Management Practice	Yes	No	Unk.
A cost-effective balance between full-time versus part-time and volunteer staff is utilized to staff senior centers and provide programs.	√		
A specific cost recovery plan for senior services is in place. A cost recovery policy has been adopted and periodic fee studies are conducted to ensure fees are appropriately inline with policy.		√	
Senior recreational opportunities offered by non-municipal providers is identified and regularly marketed through recreation services.	√		
Senior Affairs utilize a citizen committee for input and feedback regarding services provided.	√		
A long-range strategic plan in place for senior services.	√		
Dedicated facilities for the delivery of senior programs and services in the City have been developed.	√		
Facilities are used by multiple departments to maximize use and implement multi-generational programs and interactions.	√ (partially)		
Facilities maintenance functions have been centralized.		√	
The staff assigned to facility maintenance employ both proactive and preventive maintenance routines.		√	
Staff periodically inspects the condition of the senior facilities.	√		
Levels of service have been developed that define the frequency in which various maintenance tasks are to be performed.		√	
A computerized maintenance management system is in place to handle and schedule preventive, routine, and emergency maintenance service requests.		√	
Formal protocols have been established for facility maintenance and custodial care.		√	
Responsibility for facility and grounds maintenance and custodial services has been centralized for economies of scale.		√	

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Senior Affairs Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Is the Senior Affairs Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate? Are there services that should be reallocated to or from the Senior Affairs Department?	The responsibility for facility maintenance and custodial maintenance of Senior Affairs Centers and facilities should be centralized under Municipal Development. As discussed elsewhere, consideration should be given to the appropriate mix of in-house versus contracted services.	Unknown
	The responsibility for exterior landscaping work at all Senior Affairs facilities should be allocated to Parks & Recreation. A service level agreement should be put into place outlining service areas, service levels, and maintenance frequencies. As with facility upkeep, consideration should be given to the appropriate mix of in-house versus contracted services.	Unknown
	The current organizational structure of the Senior Affairs Department is appropriate and spans of control of top managerial positions are appropriate given the technical requirements of the functions reporting to them.	n/a
Are operations within the Senior Affairs Department appropriate? Are there service enhancements or alternatives for service delivery that should be considered?	Financial processes and systems should be enhanced to provide more timely reporting of budget performance, and account status.	n/a
	Maintenance responsibilities implemented inconsistently between department and municipal development (structure related) and between department and Parks & Recreation (grounds). Centralization and/or additional outsourcing of these functions should be pursued.	n/a

Issue	Analysis and Recommendations	Cost / (Savings)
	The Department should work with Finance and Administrative Services to develop a more effective approach to managing fixed assets.	n/a
	If centralization of recreational programming is implemented, a dedicated position for marketing of programs should be established. If centralization does not occur, the Senior Affairs Department should seek to share a position with Family and Community Services and/or Parks and Recreation.	Will depend upon approach taken. Senior Affairs share would fall in range of \$25,000 to \$30,000
	The Department should develop a cost-recovery policy for consideration and adoption by the City Council and then establish fees at a level sufficient to meet the adopted cost recovery target. While many programs dedicated to seniors are not designed to be self-sufficient or 100% cost neutral, absent an adopted cost-recovery target there is no objective manner to set these fees.	n/c
	Department should undertake a meal site evaluation study to determine which facilities are underutilized, and close those centers. Additional centers should only be opened based upon an identified and quantified need.	n/c
	The Department should enter into discussions with the Transit Department to determine if cost-effective opportunities exist to provide Seniors access to existing transit services, versus having the Department develop transportation programs that potentially duplicate existing services and routes.	n/c

4. DISCUSSION OF ISSUES

SENIOR AFFAIRS DEPARTMENT **Organizational Structure and Staffing**

Issue:

Is the Senior Affairs Department appropriately located within the organizational structure and appropriately staffed? Are there organizational structure changes that are appropriate?

Current Situation:

The Senior Affairs Department provides a wide variety of programmatic services supporting Seniors within the City of Albuquerque. The following table summarizes the key organizational units and their primary roles:

Program Area	Description of Services
Administration / Strategic Support	<ul style="list-style-type: none"> Responsible for overall administration, management and oversight of the Senior Affairs Department. Establishes performance standards, goals, and objectives. Ensures resources are appropriately allocated and expended for service needs. Develops and monitors budget, fiscal affairs, and technology needs. Human Resources.
Senior Center / Recreation Division	<ul style="list-style-type: none"> Operates 6 senior centers, 2 multigenerational centers, and 4 sports & fitness centers. Provision of a variety of recreational and educational classes, sports programs, and fitness classes. Ensures that seniors have an opportunity to socialize on a regular basis to decrease isolation and contribute to their community. Socialization is the number one indicator of health and well-being for older adults.
Social Services Division	<ul style="list-style-type: none"> Provides a variety of social services to seniors including care coordination, information & assistance, home services and volunteer programs. Ensures that seniors have an opportunity to socialize on a regular basis to decrease isolation and contribute to their community. Socialization is the number one indicator of

	<ul style="list-style-type: none"> health and well-being for older adults. These programs promote aging in place and prevent premature institutionalization.
Nutrition / Transportation Division	<ul style="list-style-type: none"> Responsible for provision of programs related to meal preparation, delivery, and satellite centers for meal service. Operates centralized meal kitchen for food preparation. Oversees transportation program related to both meal delivery and senior transportation (to meal sites and other approved services). Consists of both fixed routes and itinerant routes). Services and activities provided at senior centers and 22 satellite centers. Ensures that seniors have an opportunity to socialize on a regular basis to decrease isolation and contribute to their community. Socialization is the number one indicator of health and well-being for older adults. These programs promote aging in place and prevent premature institutionalization.
<p>Analysis and Discussion:</p> <p>As has been noted in many chapters throughout the report, and is addressed in more detail in the cross functional chapter, there are several areas of potential overlap in organizational services that can be addressed through the implementation of a new organizational structure placing similar services within the same department. For the Senior Affairs Department the areas most impacted include the following:</p> <ul style="list-style-type: none"> Centralization of all maintenance functions to place responsibility for building maintenance and custodial services for all City facilities under the operations of Municipal Development. This would enable a consistent approach to service delivery, the establishment of service levels tailored to the use of each facility, and the evaluation of outsourced services where cost effective. The level of building maintenance and custodial services are not consistently approaches for all city building assets. Facilities not being maintenance in accordance with an adopted long-range plan. The responsibility for all exterior landscaping maintenance should be consolidated under Parks & Recreation. There exist some facilities, under the control of Senior Affairs, where the role and responsibility for maintenance activities between Senior Affairs and Parks & Recreation need clarification under the present arrangement to ensure landscaping is maintained at appropriate levels. The combination of recreational services currently provided by Senior Affairs, Family and Community Services, and Recreation should be considered. At the present time, while there are isolated areas of best practices 	

implementation of recreational services, it is not approached in a well coordinated and approached manner. Senior Affairs should be commended for their implementation of multi-generational centers that leverage opportunities for seniors and youth to interact and share space and programs. However, this approach should be employed at a much broader level across the organization. There is some concern that Senior Affairs would “lose identify” under this approach; however, if established as a division of a larger organization concentrated on meeting the unique needs of Seniors this can be avoided. The potential exists to more fully utilize facilities, expand programming, and develop a more robust revenue stream to support all programming efforts.

Overall, the existing organizational structure of the Senior Affairs Department is appropriate and spans of control for key managerial positions are appropriate.

Recommendations:

- **The responsibility for facility maintenance and custodial maintenance of Senior Affairs Centers and facilities should be centralized under Municipal Development. As discussed elsewhere, consideration should be given to the appropriate mix of in-house versus contracted services.**
- **The responsibility for exterior landscaping work at all Senior Affairs facilities should be allocated to Parks & Recreation. A service level agreement should be put into place outlining service areas, service levels, and maintenance frequencies. As with facility upkeep, consideration should be given to the appropriate mix of in-house versus contracted services.**
- **The current organizational structure of the Senior Affairs Department is appropriate and spans of control of top managerial positions are appropriate given the technical requirements of the functions reporting to them.**

SENIOR AFFAIRS DEPARTMENT

Service Delivery Evaluation

Issue:

Are operations within the Senior Affairs divisions appropriate? Are there service enhancements or alternatives for service delivery that should be considered?

Current Situation:

The Senior Affairs Department provides a variety of programs targeted at the Senior population within the City of Albuquerque. These services include the following:

- Senior Centers and recreational programming,
- Fitness programs and centers,
- Multi-generational centers,
- Social Services programs to assist at-need populations,
- Nutrition programs and transportation services.

The Senior Affairs Department has implemented a progressive and innovative approach with the implementation of two multi-generational centers than enable seniors and youth to interact in programming efforts.

Analysis and Discussion:

In reviewing the operations of the Senior Affairs Department, the project team noted well established and highly utilized senior programs that range from basic services and assistance (social programs, nutrition programs, and transportation) to more active programming, multi-generational services, and fitness centers. These programs are targeted to meet the varying needs of a diverse senior population.

When evaluating the internal operations, the majority of issues identified relate to more broad citywide operational practices that impact the Department's ability to provide services; though some are unique to Senior Affairs. These key issues are listed below:

- Financial processes and systems should be enhanced to provide more timely reporting of budget performance, and account status. While the majority of this effort is dependent upon the financial system and processes employed throughout the City, the Department should explore efforts to develop procedures enabling more timely information regarding budget status.
- Maintenance responsibilities unclear between department and municipal development (structure related) and between department and Parks & Recreation (grounds). The Department is employing an approach to maintain facilities in a clean and safe condition, but clarify of roles and responsibilities with other City Departments and the establishments of clear performance standards and a service level agreement should be established. As noted elsewhere, this is a larger City issue and greater centralization of the responsibility for these functions should be considered.
- No good inventory of assets available to Department impacting ability to comply with reporting requirements, and appropriately dispose of property. The Department does not have access to a fixed inventory system to automate the record keeping required by the City Finance staff.
- No central marketing position for services provided. Education and publication of programs is limited by the lack of a dedicated position to market available services and programs to the senior population. This issue is one that should be addressed especially if there is further consolidation of recreational programming across departments. The City should have a dedicated marketing position for Recreational Programming of all types. If centralization does not occur, the Senior Affairs Department should seek to share a position with Family and Community Services and/or Parks and Recreation.
- Fees not tied to cost of providing services and many fees (especially fitness center fees) are not established at a level to maintain existing equipment and facilities. The Department should develop a cost-recovery policy for consideration and adoption by the City Council and then establish fees at a level sufficient to meet the adopted cost recovery target. While many programs dedicated to seniors are not designed to be self-sufficient or 100% cost neutral, absent an adopted cost-recovery target there is no objective manner to set these fees
- Evaluation of meal sites should be considered to reduce / eliminate underutilized sites while maintaining access to services. The Department should undertake a meal site evaluation study to determine which facilities are underutilized, and close those centers. Additional centers should only be opened based upon an identified and quantified need.
- The Department should enter into discussions with the Transit Department to determine if cost-effective opportunities

exist to provide vouchers to seniors to access existing transit services, versus having the Department develop transportation programs that potentially duplicate existing services and routes.

While those areas involving services provided by other Departments are outside the direct control of Senior Affairs, there are several strategic initiatives that the Department can undertake to improve internal services.

Recommendations:

- **Financial processes and systems should be enhanced to provide more timely reporting of budget performance, and account status.**
- **Maintenance responsibilities implemented inconsistently between department and municipal development (structure related) and between department and Parks & Recreation (grounds). Centralization and/or additional outsourcing of these functions should be pursued.**
- **The Department should work with Finance and Administrative Services to develop a more effective approach to managing fixed assets.**
- **If centralization of recreational programming is implemented, a dedicated position for marketing of programs should be established. If centralization does not occur, the Senior Affairs Department should seek to share a position with Family and Community Services and/or Parks and Recreation.**
- **The Department should develop a cost-recovery policy for consideration and adoption by the City Council and then establish fees at a level sufficient to meet the adopted cost recovery target. While many programs dedicated to seniors are not designed to be self-sufficient or 100% cost neutral, absent an adopted cost-recovery target there is no objective manner to set these fees**
- **Department should undertake a meal site evaluation study to determine which facilities are underutilized, and close those centers. Additional centers should only be opened based upon an identified and quantified need.**
- **The Department should enter into discussions with the Transit Department to determine if cost-effective opportunities exist to provide Seniors access to existing transit services, versus having the Department develop transportation programs that potentially duplicate existing services and routes.**

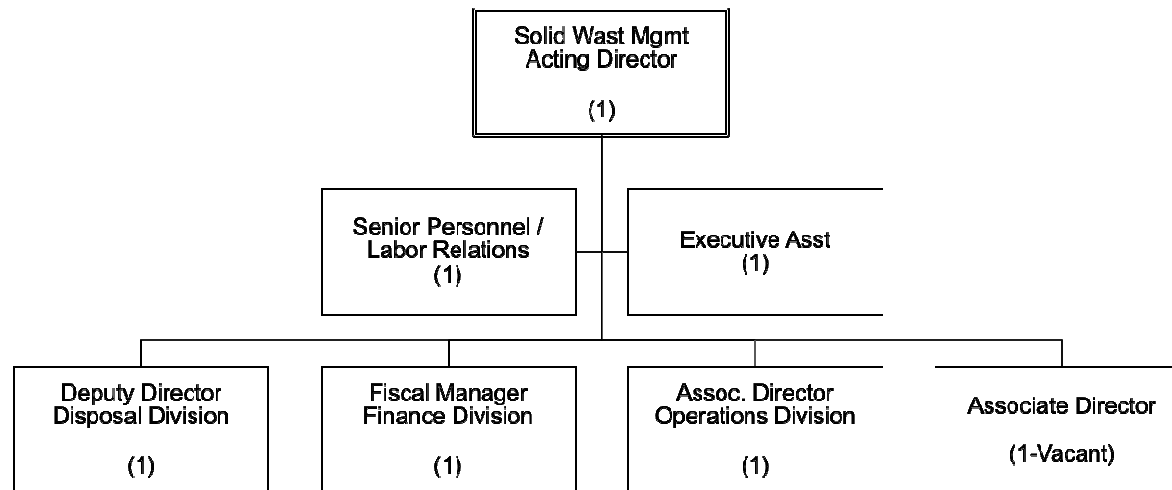
18. SOLID WASTE DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Solid Waste Department.

1. DEPARTMENT SUMMARY

The Solid Waste (Management) Department provides residential and commercial trash collection and disposal and manages large-item disposal, recycling, graffiti removal, convenience centers, and neighborhood cleanup support. Additional services include operating the City's landfills in compliance with State and Federal regulations; ensuring environmental safety at old landfills; managing and operating a glass processing and composting operation; and educating the public about recycling and responsible waste disposal. The mission of the Department is to ensure a sustainable, vibrant, and a beautiful Albuquerque and to deliver premier solid waste collection, recycling service, anti-graffiti efforts, weed and litter clean up, and related community outreach programs. These services are united, comprehensive and available to City residents, business, and other government agencies. In continuing to meet the needs of a growing community the Department is ever expanding its role for a cleaner environment and researching ways to convert waste to a sustainable resource for the benefit of the public.

The overall Solid Waste Department is composed of the following organizational units with the total number of managerial staff positions shown.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.
- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g. incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Solid Waste Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
The Department has developed in Integrated Waste Management Plan.	√		
The Solid Waste Department has set an aggressive goal of an achieving an annual recycling rate of 50% including recycling and yard waste reduction.		√	

Best Management Practice	Yes	No	Unk.
Yard waste reduction efforts have been focused on programs that educate residents on reducing and properly managing yard wastes, and also develop landscape practices which reduce or eliminate the types of yard waste in need of management.	√		
There is a Household Hazardous Waste program in effect.	√		
Businesses are provided differential services and charges for solid waste collection and disposal based upon unique need.	√		
Solid waste collection and disposal rates are cost competitive with other privatized and other regional service providers (e.g. adjoining municipalities).	√		
A 'Pay As You Throw ' system is in place.	√		
Solid waste operates as an Enterprise Fund.	√		
Solid waste collection and disposal rates are empirically calculated and updated on at least an annual basis.	√		
A formal quality assurance process is in place that includes periodic review of solid waste collection work practices, complaint processing and fiscal monitoring of delinquent and uncollected accounts.	√		
Route sizes are appropriate. Each route collects from between 750 and 900 households daily.	√		
The Solid Waste Department utilizes one-person crews.	√		
A formal process exists for ensuring compliance with State and Federal commercial driver license requirements.	√		
Documented procedures exist to formally monitor compliance with commercial pre-trip inspection requirements.		√	
Annual surveys are conducted to assess customer satisfaction.		√	
Customers are always called upon to address their complaints (e.g., missed collection) and to assure satisfactory response.		√	
Waste reduction efforts have been focused on programs that educate businesses and residents.	√		

Best Management Practice	Yes	No	Unk.
Yard waste reduction efforts have been focused on programs that educate residents on reducing and properly managing yard wastes, and also develop landscape practices which reduce or eliminate the types of yard waste in need of management.	√		
Solid Waste provides a Major Appliance Recycling Program accepting for a fee, dishwashers, dryers, stoves, refrigerators, microwaves, furnaces, dehumidifiers, garbage disposals, trash compactors, water heaters, and air conditioners.	√		
All single family through four-plex residences in the City are offered curbside recycling service.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Solid Waste Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Do present Solid Waste services have any operational issues of significance?		
There is an on-going issue of replacing major assets (e.g. vehicles) consistent with useful life protocols. The Department is in a 'catch up' mode which began in 2011 and is expected to take five (5) years to complete.	Fund and replace 90%+ of Solid Waste heavy vehicle assets consistent with useful life parameters with a goal of meeting the replacement targets in five (5) years.	Cost depends on magnitude of vehicle replacement program.
What are important organization and management issues that deserve further attention?		
Lack of clarity regarding "Deputy" or "Assistant" or "Associate" Director positions, as well as vacancy in Associate Director position in the Solid Waste Department.	Fill the Solid Waste Associate Director position. Consider filling all vacant deputy/associate/assistant positions city-wide. Create one consolidated Assistant Director job classification that is civil service as opposed to appointed, to ensure operational succession continuity between different appointed Directors.	\$110,000

Issue	Analysis and Recommendations	Cost / (Savings)
There is a decentralization of support service positions in Solid Waste.	Re-evaluate the practice of support service positions (e.g., buyers, IT specialists, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.	Unknown
There is a decentralized approach to utilization of technology.	Develop a comprehensive city-wide Information Technology Strategic Plan that includes the philosophy of IT deployment continuity among all departments unless specific and unique business needs are tantamount. This includes such deployments as time-keeping systems, maintenance management systems, project management systems, etc.	n/c

4. DISCUSSION OF ISSUES

SOLID WASTE DEPARTMENT
Staffing and Operations
Issue:
Do present Solid Waste services have any operational issues of significance?
Current Situation:
Albuquerque Solid Waste services are well regarded regionally. A 2005 survey comparing 17 Southwestern cities' services and rates revealed that Albuquerque residents enjoy lower fees for more waste management services than many other cities in the Southwest; this trend continues as the Department provides important ancillary services such as graffiti removal, weed and litter control, and community outreach services related to department functions. Further, Albuquerque's automated trash collection system and nationally acclaimed state-of-the-art landfill represent best-in-class practices.
Fees and Charges are used to support 100% of the cost of Solid Waste Management.

Analysis and Discussion:

Given the service delivery framework noted above, and excluding best practice operations presently not conducted, there are few major internal operational issues of relevance in the Solid Waste Department. One significant exception is the on-going issue of replacing major assets (e.g., vehicles) consistent with useful life protocols. The following table shows the percentage of these assets exceeding established useful life parameters.

Equipment Category	FY 2009	FY 2010	FY 2011	FY 2012
% of landfill heavy equipment over 10,000 operating hours	75%	69%	77%	65%
% roll-offs > 7 years age	66%	61%	62%	55%
% rear-packers > 10 years age	30%	30%	30%	30%
% front loader and automated > 7 years age	39%	41%	35%	35%

While delay in replacement for less costly assets (autos) is marginally problematic and understandable in times of economic uncertainty, failure to replace very expensive heavy apparatus (e.g. waste disposal trucks) has long term financial and operational consequences. Repair or rehabilitation on heavy equipment exceeding its useful life can result in significant operational costs, potential extended downtime and delays in service, excessive overtime to maintain apparatus, and other costly efforts. Best practices suggest that few vehicles should exceed useful life parameters (either age, mileage, or both) without implementing replacement protocols. This is particularly true for heavy apparatus such as solid waste vehicles, fire apparatus, etc.

The Department is currently in a 'catch up' mode in funding the replacement of its vehicles. This began in 2011 and is expected to take five (5) years.

Recommendations:

- **Fund and replace 90%+ of Solid Waste heavy vehicle assets consistent with useful life parameters with a goal of meeting the replacement targets in five (5) years.**

SOLID WASTE DEPARTMENT Management and Organizational Issues
Issue: What are important organization and management issues that deserve further attention?
Current Situation: In a city such as Albuquerque given both its size and diversity, various cross-functional issues related to organizational structure, systems management, major service delivery, etc., are often evident. The following, though not exhaustive, reflects some of what the project team believes are important organizational and management areas involving the Solid Waste Department, at minimum, and several other City departments in several instances.
Analysis and Discussion: <ul style="list-style-type: none">• Lack of clarity regarding “Deputy” or “Assistant” or “Associate” Director positions—some are appointed, others are not. Some, such as in the Solid Waste Department, remain vacant. This discrepancy should be resolved with one job classification type for all “assistants” who are civil service thereby allowing succession continuity between the appointed Directors (department heads).• There is a decentralization of support service positions in some department areas of the City but not others. This results in an inconsistent operational practice city-wide. Like some departments, Solid Waste has dedicated Information Technology specialists reporting within the Department rather than functional oversight being directly provided by Information Services Department. Further, Solid Waste has their own Buyer position and is reflective of one department among others (e.g. Aviation) who has such staffing. While it is understood that some departments have unique needs and positions (e.g. heavy equipment operator) this should not be the case for support positions such as IT personnel or buyers. Either such positions should be fully centralized or decentralized to ensure a consistent operating model. Best practices typically suggest centralization of such positions barring unique operating circumstances.• In addition to the above personnel deployment practices, similar approaches are taken with respect to technology.

Solid Waste is implementing Kronos Timekeeping—this is not a city-wide initiative but a department initiative and potentially indicative of a lack of city-wide information technology strategic planning to ensure continuity among all city organizations. Additionally, all fleet operations use a Fleet Focus maintenance management system, yet there are no other computerized maintenance management systems implemented in other maintenance service practices. Information technology deployment consistency is an important best practice approach.

Recommendations:

- **Fill the Solid Waste Associate Director position. Consider filling all vacant deputy/associate/assistant positions city-wide. Create one consolidated Assistant Director job classification who is civil service as opposed to appointed to ensure operational succession continuity between different appointed Directors.**
- **Re-evaluate the practice of support service positions (e.g. buyers, IT specialists, etc.) to determine if they should have fully centralized or decentralized department assignments to ensure a consistent operating model. Best practices typically suggest centralization of such positions in one department organization barring unique operating circumstances.**
- **Develop a comprehensive city-wide Information Technology Strategic Plan that includes the philosophy of IT deployment continuity among all departments unless specific and unique business needs are tantamount. This includes such deployments as time-keeping systems, maintenance management systems, project management systems, etc.**

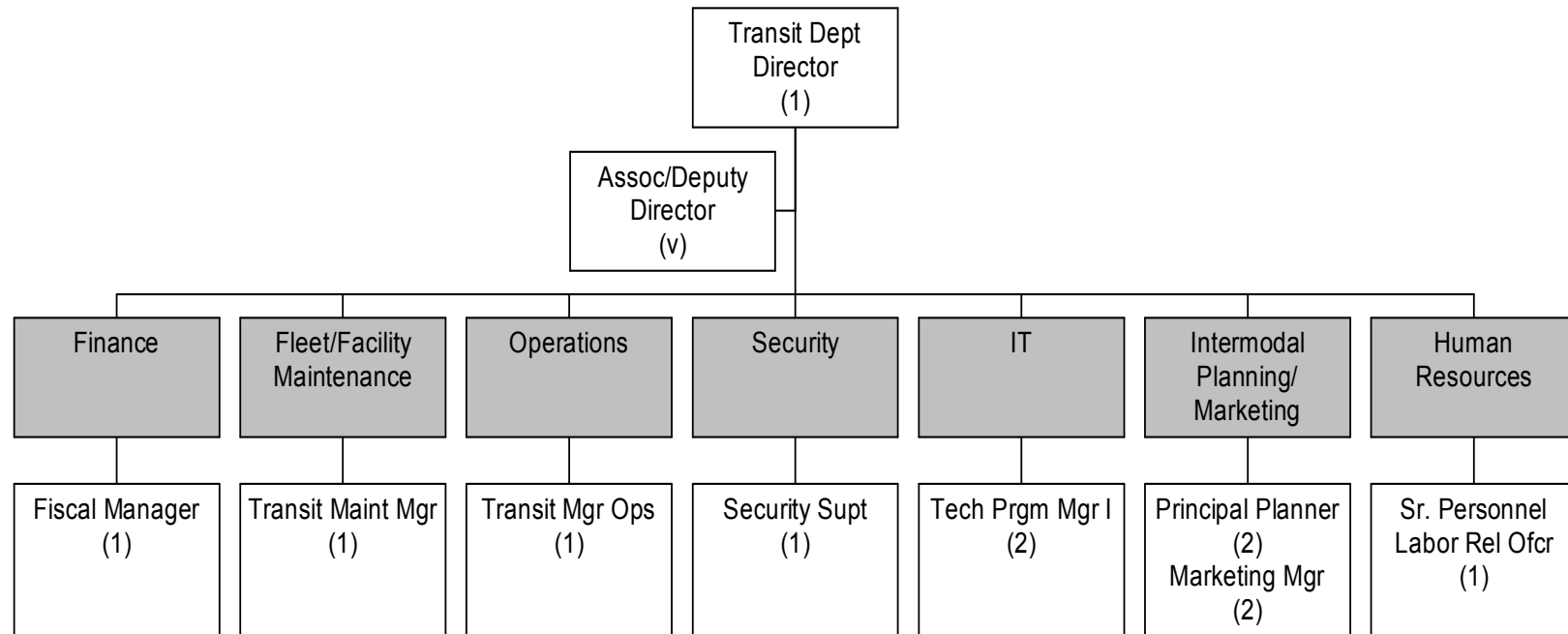
19. TRANSIT DEPARTMENT

This section of our report provides the project team's observations, findings, and recommendations related to the organization and operation of Albuquerque's Transit Department.

1. DEPARTMENT SUMMARY

The Transit Department's mission is to be the first choice in transportation services for the Albuquerque metropolitan area with a strategy of providing effective, affordable, and diverse intermodal transportation alternatives to the single occupant vehicle. The Department, known as ABQ RIDE, is the citywide mass transit provider with 39 routes running every weekday across the Albuquerque area and averaging 47,000 passengers daily.

The overall Transit Department is composed of the following seven divisions with the total number of managerial staff positions shown.



2. BEST PRACTICE ASSESSMENT

The Matrix Consulting Group has developed a set of measures or “best management practices” (BMPs) used as a tool for organizational evaluations. The best management practices diagnostic assessment tool includes:

- Statements of “effective practices” based on the study team’s experience in evaluating similar operations in other local government organizations or generally accepted “standards” recommended for efficient operations by relevant professional associations, federal departments providing guidance, etc.
- An Identification, as available, of whether the organizational unit meets the best management practices performance targets.

- In totality, the identification of potential operational themes likely reflective of broader issues deserving further analyses (e.g., incomplete use of information technology features).

Despite best intentions, it should be noted that agencies may not be able, or are unwilling, to implement a best practice for a variety of reasons that include:

- Insufficient resources, whether personnel or fiscal, to adopt a best practice.
- Inadequate available time to proactively implement new practices due to priority focus on managing critical day-to-day issues such as significant community growth or economic crises.
- Insufficient support from political, executive, or managerial personnel to adopt a best practice.
- Inadequate buy-in from line staff to implement a best practice.
- Disagreement that the best practice, although successfully implemented in other agencies, would not be successful (for various cultural, organizational, or local/regional issues) in the agency under BMP review, and therefore is not a “best practice” from said agency’s perspective.

Although there are relevant reasons, as noted above, to not implement an identified best practice, the ultimate intent should be to strive for implementing as many practices as feasible. In single-Division studies that the project team has conducted, we are able to address each one of these performance related questions; such an effort is beyond the scope of this city-wide study. However, this list can prove extremely valuable for staff as an internal performance review initiative. To that end, the following comprehensive best practices performance check-list is provided upon which the Transit Department can further evaluate itself. Ultimately, a best-in-class operation should be able to answer each one of these performance questions in the affirmative.

Best Management Practice	Yes	No	Unk.
The Transit Department operates as a special revenue fund.	√		
The Transit Department has prepared a dedicated five-year financial plan. The five-year financial plan includes:			
• Forecasts for both operating and capital revenues by source of revenue;		√	
• Operating and capital expenditures;		√	
• Projected cash flows for the operating, capital, and revenue fleet replacement funds; and		√	
• The plan includes documentation for its forecasts.		√	
A consolidated Transit financial statement is developed annually that tracks all sources of transit revenues and expenses.	√		
Transit revenue and expenses are audited annually.	√		
Transit has adopted financial policies that are <u>annually</u> submitted to the City Council for review and approval. The policies cover broad areas of fund structure and reserves, resource allocation, capital funding and debt, fares and costs, and financial policies and development.		√	
Transit has adopted vehicle replacement criteria as guidelines for when to remove vehicles from the fleet and buy new equipment to take its place.	√		
The vehicle replacement criteria developed by the Transit Department approximate 12 years for buses based upon Federal Transit Administration standards.	√		
The Transit Department has adopted a written fare policy that has been adopted by the City Council.	√		
The written fare policy includes goals relating to farebox recovery, optimizing market-based pricing strategies, developing partnerships, generating revenue, leveraging regional transit, etc.		√	
The written fare policy includes adopted fare policies for seniors, persons with disabilities, and youths	√		
The Department's fare products include such products as monthly passes, ticket books, the weekend day pass, regional smart card fare payment systems, etc.	√		

Best Management Practice	Yes	No	Unk.
The Department's farebox recovery goal is not less than 28% (the proportion of the cost of operating the bus service that is "recovered" through bus fares).		√	
The Department's senior, disabled, and youth fare discounts are <u>not</u> more generous than peer agencies.	√		
The Department generates monthly performance reports regarding ridership that includes boardings, linked trips, passenger load, on-time performance, running time, etc.	√		
The Department provides transit data on schedules, routes, and other information useful to Transit's customers using third-party applications such as Google Transit, Onebusaway.org, etc.	√		
The Department provides transit data in a number of creative applications including viewing transit data via:			
• Mobile devices;	√		
• E-mail or text messages to obtain alerts at the system and the route level;	√		
• Twitter or Facebook; or	√		
• Blog.		√	
The Department updates routes not less than once a year.	√		
The Department has developed an array of documents to guide scheduling and service planning that discuss transit priorities and service best practices that guide service development decisions, and provide direction about how to utilize ridership and run time data during planning.	√		
The Department utilizes scheduling software to assist the Department in the highly technical and data driven process of schedule development.	√		
The Department conducts a comprehensive route optimization (or global optimization) process on an annual basis that utilizes the scheduling software to run simulations that consider every route in the system at the same time and pair routes together in ways that reduce excessive recovery time, the most cost-effective starting point to and from the ends of the route, opportunities to inter-line routes, etc.		√	

Best Management Practice	Yes	No	Unk.
The Department utilizes automated vehicle location (AVL) technologies on its buses to allow the compilation of a database to accurately portray actual daily run times for every trip in the system during every day that buses operate.	√		
The Department utilizes the scheduling software to run simulations and conduct a roundtrip cycle time analysis on an annual basis to determine the amount of schedule unreliability that should be accommodated within a schedule. This analysis considers both the variation of trip times within a time period (runtime) and time gaps between buses (headways) to determine a minimum round trip cycle time that can be used with confidence for scheduling purposes.	√		
In completing the roundtrip cycle time analysis, the Department has defined the acceptable level of buses that complete their trip or route on time each time as 90% to 95%. In other words, 90% to 95% of the buses will <u>not</u> arrive at the end of the route after the bus is already scheduled to depart for the next trip.			√
The Department utilizes the scheduling software for blocking and run-cutting to run simulations to (1) minimize the number of total vehicle hours from pull-out to pull-in and the number of vehicles needed at the busiest times of day; and (2) breaking vehicle assignments into separate service trips that will be bid on and assigned to individual operators.	√		
The ratio or percentage of recovery time (time a bus is waiting at the end of a route) to in-service time (the time a bus is available to carry riders) approximates 17% to 24%.			√
The paratransit boarding's per hour approximate 2.0 to 2.3 trips per hour.			√
The Department effectively conducts pathway reviews and travel training activities to assess whether persons who are conditionally eligible for ADA paratransit programs are able to take some of their trips by fixed route transit, and divert these persons to fixed route programs.		√	
The Department provides complementary paratransit service under the following circumstances:	√ Sr. Affairs	√	
• Only within 3/4-mile corridors from fixed routes and the core service area.		√	
• Only during the same hours and days as fixed route service.		√	
• Paratransit service curb-to-curb, origin to destination.	√		

Best Management Practice	Yes	No	Unk.
The Department charges twice the fixed route fare for paratransit service.	√		
The Department utilizes and reports performance metrics including such metrics as system speed, deadhead miles per revenue mile, peak to base ratio, recovery to in-service ratio, on-time performance, etc.	√		

3. SUMMARY OF MAJOR FINDINGS

As a result of the project team's review, Albuquerque should consider the following issue resolutions for the Transit Department. The Matrix Consulting Group makes the following recommendations:

Issue	Analysis and Recommendations	Cost / (Savings)
Do present transit services have any operational issues of significance?		
According to the FY 2012 budget, "Transit, while technically an Enterprise Fund, requires a significant subsidy to cover operating costs." Based on data, ABQ RIDE is approximately an 11% recovery rate compared to a minimum "best-in-class" recovery rate of 28%. Frequent policy discussion should occur with respect to farebox recovery rates, alternative recovery programs, etc., are important to ensure the fiscal health of both the Transit Department and City of Albuquerque overall.	Engage in frequent policy discussion with respect to farebox recovery rates, alternative fare recovery programs, etc., to ensure fiscal health; target a 28%+ farebox recovery rate as an achievable goal.	General Fund Savings are directly linked to farebox recovery benchmarks

Issue	Analysis and Recommendations	Cost / (Savings)
What are important organization and management issues that deserve further attention?		
There is no consolidated approach to “Transportation Planning” which includes and coordinates sometimes competing goals for general auto traffic, transit, bikes, pedestrians, and trail users. Annual work sessions with impacted stakeholders to discuss strategic planning around these topics would prove valuable.	Conduct annual work sessions with impacted stakeholders to discuss strategic transportation planning around auto traffic, transit, bikes, pedestrians, and trail users.	n/c
There are several Transit Department services that reflect decentralization of City-wide functions.	Consider centralization of all facility maintenance, fleet services, and security services within single divisions and/or departments within the City.	(Unknown)

4. DISCUSSION OF ISSUES

TRANSIT DEPARTMENT

Staffing and Operations

Issue:

Do present transit services have any operational issues of significance?
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Current Situation:

<p>Albuquerque transit services are ranked among the nation's top cities based upon the Brookings Institute. Albuquerque was ranked sixth out of the nation's largest 100 Metropolitan Areas for its 47.1% share of the metropolitan population that can use public transit to reach a job within 90 minutes. Albuquerque also ranked 15th out of 100 for its share of metro area jobs (84.5 percent) in neighborhoods served by public transportation. Albuquerque compares favorably with other western cities such as Phoenix, Tucson, Denver, El Paso and Austin in the Brookings Institute's 2012 rankings. Overall, when it came to efficient ways to get people to work in lieu of automobile transportation, ABQ RIDE ranked as the seventh-best system in the nation.</p>

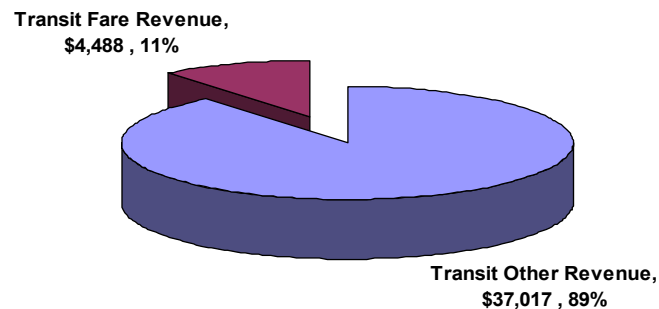
<p>The Transit Operating Fund, which is managed by the Transit Department, captures revenue and expenditures associated with operating the City's public transportation system. Major sources of revenue include passenger fares, intergovernmental revenue, General Fund operating subsidy, and thirty-six percent from the Quarter Cent Transportation Infrastructure Tax approved by residents in the Fall of 2009 to enhance transit services.</p>
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Analysis and Discussion:

Given the service delivery framework of ABQ RIDE as noted above, overall the Transit Department is a very well operated organization. With little exception, there are few internal operational issues of significance related to the core service delivery of the Department. Perhaps the single-most important operational issue founded on policy direction is the comparatively limited farebox recovery rate. Best practices suggest that farebox recovery should not be less than 28% of overall transit operating costs.

According to the FY 2012 budget, “Transit, while technically an Enterprise Fund requires a significant subsidy to cover operating costs.” This is reflective of a \$19.6M FY 2012 approved general fund subsidy.⁹ The following pie chart reflects transit operating revenues (fares) compared to total revenue resources for the FY 12 budget year.

FY 12 Transit Revenue Estimates (in Millions\$) Resulting in Farebox Recovery



⁹ FY 2012 Albuquerque budget, page 10 and 85.

Analysis and Discussion (continued):

In the U.S., the farebox recovery ratios range from 9.0 percent in Austin to a high of 60.6 percent in Washington D.C. The median farebox recovery ratio of major transit systems in the U. S. is approximately 35 percent, which compares with the reported Federal Transit Administration ratio for 2002-2004.¹⁰ Based on the above data, ABQ RIDE is approximately an 11% recovery rate.

Very few transit systems internationally are self supporting. There are a variety of reasons for government subsidization of public transit to include encouraging additional ridership; reduced traffic congestion leading to reduced carbon emissions and other important quality of life benefits; and overall reducing capital and maintenance expenditures related to potentially expanded infrastructure needs to build and maintain more streets, highways, and freeway lanes associated with increased single-rider traffic congestion.

While the benefits are notable, subsidies come at a cost of diverted general fund (or other) monies from other public service programs. Given the low transit farebox recovery rate of ABQ RIDE, frequent policy discussion should occur with respect to the impact of various transit fares on service delivery and the overall City's general fund budget. Discussion can include different types of farebox recovery programs such as variable fare structures as opposed to the existing flat rate model shown below:

¹⁰ WSDOT Transit Farebox Recovery and US and International Transit Subsidization: Synthesis, October, 2009, page 2.

Analysis and Discussion (continued):

Fare Type	Description	Price
Adult	Standard fare for customers who are not Students, Honored Citizens, or Children.	\$1
Student	Age 10 through High School. Middle and High School students must show a valid school or ABQ RIDE ID.	35 cents
Honored Citizen	Age 62+ or mobility impaired. Honored Citizens , including Medicare cardholders, must show picture identification.	35 cents
Child	Children 9 years old and under accompanied by paying adult	FREE

These types of discussions surrounding farebox recovery rates, alternative recovery programs, etc., are important to ensure the fiscal health of both the Transit Department and City of Albuquerque overall.

Recommendations

- Engage in frequent policy discussion with respect to farebox recovery rates, alternative fare recovery programs, etc., to ensure fiscal health; target a 28%+ farebox recovery rate as an achievable goal.

TRANSIT DEPARTMENT

Management and Organizational Issues

Issue:

What are important organization and management issues that deserve further attention?

Current Situation:

In a diverse and large city, various cross-functional issues related to organizational structure, systems management, major service delivery, etc. The following, though not exhaustive, reflects some of what the project team believes are important organizational and management areas involving the Transit Department, at minimum, and several other City departments in several instances.

Analysis and Discussion:

- There is no consolidated approach to “Transportation Planning” which includes and coordinates sometimes competing goals for general auto traffic, transit, bikes, pedestrians, and trail users. With many departments having vested interest in varied transportation approaches, addressing this kind of issue is difficult. However, annual work sessions with impacted stakeholders to discuss strategic planning around these topics would prove valuable.
- Various human resource issues impact Transit Department operations to include hiring practices, compensation and classification, etc. The hiring process is convoluted and lengthy; this extends to all departments and impacts operations including use of overtime for existing staff such as Transit Operators who must provide coverage for vacant positions. Compensation of Transit Operators is not comparable to Refuse Operators and is indicative of a broader compensation and classification problems city-wide. In the absence of regular and comprehensive compensation and classification studies (i.e. every five years) these kinds of compensatory misalignments will occur. And while wage rates are a negotiated issue between the specific union and the administration and consequently are not a concern that the Transit Department can unilaterally address, these types of comp/class issues should be resolved in the context of overall City operations and equitable compensation to all job classifications given required knowledge, skills, abilities, and risks/responsibilities undertaken by personnel.

- Facility maintenance, fleet services, and security services all located within the Transit Department reflect decentralization of City-wide services. Fleet maintenance is decentralized among several departments to also include Solid Waste, Department of Finance & Administration, Aviation and the Fire Department. City-wide fleet maintenance operations have no Director-level oversight and do not regularly operate under common vision, mission, goals and service level metrics. Similarly, facility maintenance is decentralized within the City with no common managerial oversight providing planning, monitoring, budgeting, work direction, etc. Transit has independent security operations while the Department of Municipal Development also has security services indicative of decentralized function. More broadly, these types of policing functions are also separated from other policing functions performed by the Police Department, Airport and Animal Control. The difficulty in aligning these functions among common purpose is further exacerbated by support functions such as dispatching which is performed by transit customer service representatives as opposed to public safety dispatchers thereby impacting officer safety. While there are many 'decentralized' models with respect to the delivery of service, the project team generally finds that centralized (one departmental point of contact) service provision such as facility maintenance functions, security/policing functions, fleet management functions, etc., are ultimately the most efficient (due to economies of scale) while usually being as effective if a customer service focus is made paramount. **These centralized plans of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different departments providing service to the public is minimized. The structure enhances shared knowledge and understanding among organizations with similar mission goals and objectives. The channels of communication are clear and consistent. The City should consider centralization of common services under 'one authority' a best practice pursuit.
- The use of software solutions can be further leveraged throughout the City. By example, while Transit does review boardings per hour by time period by route, No system-wide route analysis using available software solutions has been conducted. The Fleet-Focus Fleet Management Information System is used by all fleet divisions, but it is not used entirely consistently among all city fleet organizations. These areas are illustrative of multiple software-related issues occurring throughout the City.

Recommendations:

- **Conduct annual work sessions with impacted stakeholders to discuss strategic transportation planning around auto traffic, transit, bikes, pedestrians, and trail users.**

- **Various human resource issues impact Transit Department operations to include hiring practices, compensation and classification, etc. These types of comp/class issues, hiring issues, etc. should be resolved in the context of overall City operations to ensure the most efficient and effective HR City operations.**
- **There are several Transit Department services that reflect decentralization of City-wide functions. Consider centralization of all facility maintenance, fleet services, and security services within single divisions and/or departments within the City.**
- **The use of software solutions can be further leveraged throughout the City. Multiple-department deployments of fleet management maintenance software and lack of route planning software are areas in the Transit Department illustrative of software-related issues occurring throughout the City.**

ATTACHMENT A – RESULTS OF THE EMPLOYEE SURVEY

Albuquerque, New Mexico

As part of the City of Albuquerque’s Citywide Organizational Assessment, the project team developed and distributed a survey to City employees in June 2012. The following **draft** summary provides information regarding this survey instrument.

1. AN ANONYMOUS SURVEY WAS DISTRIBUTED TO SPECIFIC EMPLOYEE GROUPS.

An anonymous survey was distributed online to allow employees the opportunity to provide confidential input with regard to organizational, operational, and other issues within their department. Surveys were distributed to the Animal Welfare Department, Aviation Department, City Clerk, City Council, Cultural Services Department, Economic Development Department, Environmental Health Department, Family and Community Services Department, Finance and Administrative Services Department, Fire, Legal, Mayor’s Office, Municipal Development Department, Parks and Recreation Department, Planning Department, Police, Senior Affairs, Solid Waste Department, and Transit Department staff. Employees were asked to respond to a series of statements regarding their attitudes towards their job, their department, and the overall operations of the City.

Respondents provided the degree to which they either disagreed or agreed with the statement, given the following options: “Strongly Agree”, “Agree”, “Neither Agree or Disagree”, “Disagree”, “Strongly Disagree”, and “No Response”. For discussion purposes in this document, the project team groups the “Strongly Disagree” and “Disagree” responses into one

grouping when reporting general employee responses; the same is true for the “Strongly Agree” and “Agree” responses, as well as the “Neither Agree or Disagree” and “No Response” responses.

A total of 1486 responses were received. The following tables show the overall breakdown of responses by department, type of employee (i.e. full-time, part-time), and position.

Department / Office	
Animal Welfare	44
Albuquerque Bernalillo County Water Utility Authority	1
Aviation	59
City Clerk	1
City Council	2
Cultural Services	213
Economic Development	13
Environmental Health	29
Family & Community Services	84
Finance & Administrative Services	137
Fire	108
Human Resources	20
Legal	31
Mayor's Office	17
Municipal Development	121
Parks & Recreation	47
Planning	73
Police	281
Senior Affairs	51
Solid Waste	49
Transit	74
Other	3
No Response	28
Total	1,486

Type of Employee	
Full-Time	1,399
Part-Time	53
Seasonal	13
No Response	21
Total	1,486

Position	
Manager / Supervisor	618
Staff	850
No Response	18
Total	1,486

The sections below summarize the results of the employee survey. The results show the overall responses and summarize the Cultural Services, Finance and Administrative Services, and Police departments individually, but group the remaining departments as “Other”.

2. MAJORITY OF RESPONDENTS STATE THAT DEPARTMENTS LACK PERSONNEL TO PROVIDE HIGH LEVELS OF SERVICE, BUT STILL PROVIDE A HIGH LEVEL OF SERVICE TO THE COMMUNITY.

Respondents were provided a series of statements regarding service levels and customer expectations. The survey questions in this category and their responses are summarized in the table, below:

8. My department has the appropriate number of personnel to provide high levels of service.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	22%	13%	20%	13%	28%
Disagree	65%	76%	65%	77%	57%
Neutral	13%	11%	15%	10%	15%
14. We provide a high level of service.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	78%	84%	74%	74%	80%
Disagree	10%	5%	14%	15%	8%
Neutral	12%	11%	12%	11%	12%
22. Customer service to the community is a high priority in the City.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	72%	75%	72%	61%	76%
Disagree	11%	10%	12%	18%	9%
Neutral	17%	15%	15%	21%	15%
23. Internal customer service is a high priority in the City.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	45%	34%	54%	34%	51%
Disagree	28%	28%	23%	38%	25%
Neutral	27%	38%	23%	29%	24%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions toward service levels, **all participants** in the survey had the following responses:
 - A majority of overall respondents, 65%, disagreed with the statement “My department has the appropriate number of personnel to provide high levels of service”. About 22% of respondents agreed, and 13% were neutral.
 - However, a majority of respondents, 78%, agreed with the statement “We provide high levels of service”. 10% of respondents disagreed, and 12% were neutral.
 - A majority of overall respondents, 72%, agreed with the statement “Customer service to the community is a high priority in the City”, with 11% disagreeing with and 17% remaining neutral.
 - A plurality of respondents, 45%, agreed with the statement “Internal customer service is a high priority in the City”, with 28% disagreeing and 27% remaining neutral.
- On the questions of perceptions toward service levels, **Cultural Services Department** participants in the survey had the following responses:
 - A majority of Cultural Services Department respondents, 76%, disagreed with the statement “My department has the appropriate number of personnel to provide high levels of service”. 13% of respondents agreed, and 11% were neutral.
 - However, an overwhelming majority of those same respondents, 84% agreed that, “We provide high levels of service”. Only 5% of respondents disagreed with the statement, while 11% were neutral.
 - A majority of respondents, 75%, agreed with the statement “Customer service to the community is a high priority in the City”. 10% of respondents disagreed with the statement, and 15% were neutral.
 - Cultural Service Department respondents had a mixed reaction to the statement “Internal customer service is a high priority in the City”. About 34% of respondents agreed, 28% disagreed, and 38% were neutral.
- On the questions of perceptions toward service levels, **Financial and Administrative Services Department** participants in the survey had the following responses:

- A majority of Financial and Administrative Services Department respondents, 65%, disagreed with the statement “My department has the appropriate number of personnel to provide high levels of service”. 20% of respondents agreed, and 15% were neutral.
- However, a significant majority of those same respondents, 74% agreed that, “We provide high levels of service”. Approximately 14% of respondents disagreed with the statement, while 12% were neutral.
- A majority of the department’s respondents, 72%, agreed with the statement “Customer service to the community is a high priority in the City”. 12% of respondents disagreed with the statement, and 15% were neutral.
- A majority of the Financial and Administrative Service’s Department’s respondents, 54%, agreed with the statement “Internal customer service is a high priority in the City”. An equal amount of the department’s respondents, 23%, disagreed and remained neutral regarding the statement.
- On the questions of perceptions toward service levels, **Police** participants in the survey had the following responses:
 - A majority of Police respondents, 77%, disagreed with the statement “My department has the appropriate number of personnel to provide high levels of service”. 13% of respondents agreed, and 10% were neutral.
 - A similar majority of those same respondents, 74% agreed that, “We provide high levels of service”. About 15% of respondents disagreed with the statement, while 11% were neutral.
 - A majority of the department’s respondents, 61%, agreed with the statement “Customer service to the community is a high priority in the City”. 18% of respondents disagreed with the statement, and 21% were neutral.
 - Police respondents had a mixed reaction to the statement “Internal customer service is a high priority in the City”. About 34% of respondents agreed, 38% disagreed, and 28% were neutral.

- On the questions of perceptions toward service levels, **other participants** in the survey had the following responses:
 - A majority of respondents, 57%, disagreed with the statement “My department has the appropriate number of personnel to provide high levels of service”. 28% of respondents agreed, and 15% were neutral.
 - However, an overwhelming majority of those same respondents, 80% agreed that, “We provide high levels of service”. Only 8% of respondents disagreed with the statement, while 12% were neutral.
 - A majority of respondents, 76%, agreed with the statement “Customer service to the community is a high priority in the City”. Only 9% of respondents disagreed with the statement, and 15% were neutral.
 - A slight majority of other department respondents, 51% agreed with the statement “Internal customer service is a high priority in the City”. About 25% disagreed, and 24% remained neutral.

In summary, respondents across the board agree that the department lacks the number of personnel necessary to provide high levels of service, but despite that they do agree that they provide a high level of service. There is also a belief that customer service is a priority of the City, but overall respondents have a mixed reaction regarding the level of priority given to internal customer service in the City.

3. GENERALLY RESPONDENTS HAD MIXED REACTIONS TOWARDS SUPPORT AND DIRECTION PROVIDED BY MANAGEMENT FOR THEIR DEPARTMENT.

Respondents were given a series of statements regarding the support provided to them by management and their communication with management regarding the department and the city. The survey questions in this category and their responses are summarized in the table on the following page:

9. My department has an appropriate mix between the number of managers and staff.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	44%	42%	45%	41%	45%
Disagree	35%	33%	37%	29%	34%
Neutral	21%	25%	18%	30%	21%
10. Managers in my department provide strong leadership and clear direction for the future.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	38%	40%	38%	32%	40%
Disagree	42%	40%	41%	50%	40%
Neutral	20%	20%	21%	18%	20%
11. I feel supported by the managers in my department.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	46%	46%	46%	38%	49%
Disagree	38%	37%	40%	44%	35%
Neutral	16%	17%	14%	18%	16%
12. My department is rarely in crisis mode.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	34%	31%	28%	31%	37%
Disagree	42%	36%	47%	52%	39%
Neutral	24%	33%	25%	17%	25%
13. I generally know what is going on in my department.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	46%	49%	49%	40%	47%
Disagree	36%	32%	33%	40%	35%
Neutral	18%	19%	18%	20%	18%
19. In my department we do a good job planning and scheduling our work.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	64%	71%	43%	63%	65%
Disagree	16%	9%	28%	21%	16%
Neutral	20%	20%	29%	16%	19%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding support and direction from management, **all participants** in the survey had the following responses:

- About 44% of overall respondents agreed with the statement “My department has an appropriate mix between the number of managers and staff”. 35% of respondents disagreed with the statement, and 21% were neutral.
- There was no clear majority regarding the statement “Managers in my department provide strong leadership and clear direction for the future”. About 38% of respondents agreed with the statement, while 42% disagreed, and 20% remained neutral.
- About 46% of the respondents agreed with the statement “I feel supported by the managers in my department”. 38% of respondents disagreed with the statement, and 16% were neutral.
- There was a mixed response to the statement “My department is rarely in a crisis mode”. About 34% of respondents agreed with the statement, while 42% disagreed, and 24% remained neutral.
- About 46% of the respondents agreed with the statement “I generally know what is going on in my department”. 36% of respondents disagreed with the statement, and 18% were neutral.
- A majority of respondents, 64%, agreed with the statement “In my department, we do a good job of planning and scheduling our work”. About 16% of respondents disagreed with the statement, while 20% remained neutral.
- On the questions of perceptions regarding support and direction from management, **Cultural Services Department participants** in the survey had the following responses:
 - About 45% of the department’s respondents agreed with the statement “My department has an appropriate mix between the number of managers and staff”. 37% of respondents disagreed with the statement, and 18% were neutral.
 - There was no clear majority regarding the statement “Managers in my department provide strong leadership and clear direction for the future”. About 40% of respondents agreed with the statement, while an equal amount (40%) disagreed, and 20% remained neutral.

- About 46% of the department's respondents agreed with the statement "I feel supported by the managers in my department". 37% of respondents disagreed with the statement, and 17% were neutral.
- There was a mixed response to the statement "My department is rarely in a crisis mode". About 31% of respondents agreed with the statement, while 36% disagreed, and 33% remained neutral.
- Almost a majority of the Cultural Services Department's respondents, 49%, agreed with the statement "I generally know what is going on in my department". 32% of respondents disagreed with the statement, and 19% were neutral.
- A majority of the department's respondents, 71%, agreed with the statement "In my department, we do a good job of planning and scheduling our work". Only 9% disagreed, and 20% remained neutral.
- On the questions of perceptions regarding support and direction from management, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - About 42% of the department's respondents agreed with the statement "My department has an appropriate mix between the number of managers and staff". 33% of respondents disagreed with the statement, and 25% were neutral.
 - There was no clear majority regarding the statement "Managers in my department provide strong leadership and clear direction for the future". About 38% of respondents agreed with the statement, while 41% disagreed, and 21% remained neutral.
 - About 46% of the department's respondents agreed with the statement "I feel supported by the managers in my department". 40% of respondents disagreed with the statement, and 14% were neutral.
 - A plurality of respondents, 47% disagreed with the statement "My department is rarely in a crisis mode". About 28% of respondents agreed, and 25% remained neutral.
 - Almost a majority of the Financial and Administrative Service's Department's respondents, 49%, agreed with the statement "I generally know what is going on in my department". 33% of respondents disagreed with the statement, and 18% were neutral.

- A plurality of the department's respondents, 48%, agreed with the statement "In my department, we do a good job of planning and scheduling our work". About 28% disagreed, and 29% remained neutral.
- On the questions of perceptions regarding support and direction from management, **Police participants** in the survey had the following responses:
 - About 41% of the department's respondents agreed with the statement "My department has an appropriate mix between the number of managers and staff". 29% of respondents disagreed with the statement, and 30% were neutral.
 - A slight majority of the department's respondents, 52% agreed with the statement "Managers in my department provide strong leadership and clear direction for the future". About 32% disagreed, and 18% remained neutral.
 - About 44% of the department's respondents disagreed with the statement "I feel supported by the managers in my department". 38% of respondents agreed with the statement, and 18% were neutral.
 - A slight majority of the department's respondents, 52% disagreed with the statement "My department is rarely in a crisis mode". About 31% of respondents agreed and 17% remained neutral.
 - An equal amount of Police's respondents, 40%, agreed and disagreed with the statement "I generally know what is going on in my department". 20% of respondents were neutral.
 - A majority of the department's respondents, 63%, agreed with the statement "In my department, we do a good job of planning and scheduling our work". About 21% disagreed, and 16% remained neutral.
- On the questions of perceptions regarding support and direction from management, **other participants** in the survey had the following responses:
 - About 45% of the other participants agreed with the statement "My department has an appropriate mix between the number of managers and staff". 34% of respondents disagreed with the statement, and 21% were neutral.

- There was no clear majority regarding the statement “Managers in my department provide strong leadership and clear direction for the future”. About 40% of respondents agreed with the statement, while an equal amount (40%) disagreed, and 20% remained neutral.
- Almost a majority of the other department’s respondents, 49%, agreed with the statement “I feel supported by the managers in my department”. 35% disagreed, and 16% were neutral.
- There was a mixed response to the statement “My department is rarely in a crisis mode”. About 37% of respondents agreed with the statement, while 39% disagreed, and 25% remained neutral.
- A plurality of the other participants, 47%, agreed with the statement “I generally know what is going on in my department”. 35% of respondents disagreed with the statement, and 18% were neutral.
- A majority of the respondents, 65%, agreed with the statement “In my department, we do a good job of planning and scheduling our work”. 16% disagreed, and 19% remained neutral.

In summary, the majority of the respondents had mixed reactions to the support and direction provided by management, but did agree that their department did a good job of planning and scheduling their work.

4. MAJORITY OF RESPONDENTS AGREED THAT DEPARTMENT PROVIDES UNIQUE SERVICE FOR THE CITY, BUT HAD MIXED REACTIONS TO SENSE OF TEAMWORK WITHIN AND AMONG CITY DEPARTMENTS.

Respondents were given a series of statements regarding teamwork and the work performed by their department.

The survey questions in this category and their responses are summarized in the table, below:

3. There is a strong sense of teamwork within my department.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	46%	50%	46%	41%	48%
Disagree	38%	29%	41%	44%	37%
Neutral	16%	21%	13%	15%	15%
4. There is a strong sense of teamwork between the City Departments.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	20%	12%	22%	17%	22%
Disagree	45%	46%	45%	52%	43%
Neutral	35%	42%	33%	31%	35%
17. My department performs work that is not duplicated by other departments.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	70%	73%	61%	74%	69%
Disagree	12%	7%	12%	12%	14%
Neutral	18%	20%	27%	14%	17%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding teamwork and coordination within and among City departments, **all participants** in the survey had the following responses:
 - There was no clear majority regarding the statement “There is a strong sense of teamwork within my department”. About 46% agreed with the statement, 38% disagreed, and 16% were neutral.
 - About 47% of respondents disagreed with the statement “There is a strong sense of teamwork between the City Departments”. 20% of respondents agreed, while 35% were neutral.
 - A majority of respondents, 70%, agreed with the statement “My department performs work that is not duplicated by other departments”, with 12% disagreeing, and 18% remaining neutral.
- On the questions of perceptions regarding teamwork and coordination within and among City Departments, **Cultural Services Department participants** in the survey had the following responses:

- A majority of respondents, 50%, agreed with the statement “There is a strong sense of teamwork within my department”. About 29% disagreed and 21% were neutral.
- About 46% of the department’s respondents disagreed with the statement “There is a strong sense of teamwork between the City Departments”. 12% of respondents agreed, while 42% were neutral.
- A majority of the department’s respondents, 73%, agreed with the statement “My department performs work that is not duplicated by other departments”, with only 7% disagreeing, and 20% remaining neutral.
- On the questions of perceptions regarding teamwork and coordination within and among City Departments, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - A plurality of the department’s respondents, 46%, agreed with the statement “There is a strong sense of teamwork within my department”. About 41% disagreed and 13% were neutral.
 - About 45% of the department’s respondents disagreed with the statement “There is a strong sense of teamwork between the City Departments”. 22% of respondents agreed, while 33% were neutral.
 - A majority of the department’s respondents, 61%, agreed with the statement “My department performs work that is not duplicated by other departments”, with 12% disagreeing, and 27% remaining neutral.
- On the questions of perceptions regarding teamwork and coordination within and among City Departments, **Police participants** in the survey had the following responses:
 - About 44% of Police respondents disagreed with the statement “There is a strong sense of teamwork within my department”. 41% agreed and 15% were neutral.
 - A slight majority of the department’s respondents, 52% disagreed with the statement “There is a strong sense of teamwork between the City Departments”. 17% of respondents agreed, while 31% were neutral.
 - A majority of the department’s respondents, 74%, agreed with the statement “My department performs work that is not duplicated by other departments”, with 12% disagreeing, and 14% remaining neutral.

- On the questions of perceptions regarding departmental management, **other participants** in the survey had the following responses:
 - A plurality of respondents, 48%, agreed with the statement “There is a strong sense of teamwork within my department”. About 37% disagreed and 15% were neutral.
 - There was no clear majority regarding the statement “There is a strong sense of teamwork between the City Departments”. About 22% of respondents agreed, 43% disagreed, and 35% were neutral.
 - A majority of the other departments’ respondents, 69% agreed with the statement “My department performs work that is not duplicated by other departments”, with 14% disagreeing, and 17% remaining neutral.

Overall, respondents agreed that their department provides unique service to the City, but other than Cultural Services department, departments did not feel that there was a strong sense of teamwork within their department. Additionally, respondents had mixed reactions regarding the sense of teamwork among different departments.

5. RESPONDENTS GENERALLY AGREED THAT PERFORMANCE EXPECTATIONS ARE CLEAR, BUT HAD MIXED REACTIONS REGARDING EMPLOYEE ACCOUNTABILITY AND EVALUATION STANDARDS.

Respondents were given a series of statements regarding the standards to which employees are held accountable to within the department and City. The survey questions in this category and their responses are summarized in the table, below:

2. The performance expectations of my job are clear to me.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	70%	70%	65%	75%	70%
Disagree	17%	14%	27%	15%	16%
Neutral	13%	16%	8%	10%	14%
5. Personnel within my department are held accountable for their performance.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	41%	41%	38%	41%	48%
Disagree	39%	40%	41%	41%	37%
Neutral	20%	19%	21%	18%	15%
20. The performance evaluation process is fair and consistent.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	37%	40%	32%	36%	38%
Disagree	34%	32%	34%	40%	32%
Neutral	29%	28%	34%	24%	30%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding employee performance standards and expectations, **all participants** in the survey had the following responses:
 - A majority of all respondents, 70%, agreed with the statement “The performance expectations of my job are clear to me”, with 17% disagreeing, and 13% remaining neutral.
 - There was a mixed reaction to the statement “Personnel within my department are held accountable for their performance”. About 41% of respondents agreed, 39% disagreed, and 20% were neutral.
 - Respondents had a mixed reaction to the statement “The performance evaluation process is fair and consistent”, 37% agreed, 34% disagreed, and 29% were neutral.
- On the questions of perceptions regarding employee performance standards and expectations, **Cultural Services Department participants** in the survey had the following responses:
 - A majority of the department’s respondents, 70%, agreed with the statement “The performance expectations of my job are clear to me”, with 14% disagreeing, and 16% remaining neutral.

- There was a mixed reaction to the statement “Personnel within my department are held accountable for their performance”. About 41% of respondents agreed, 40% disagreed, and 19% were neutral.
- About 40% of the department’s respondents agreed with the statement “The performance evaluation process is fair and consistent”, 32% disagreed, and 28% were neutral.
- On the questions of perceptions regarding employee performance standards and expectations, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - A majority of the department’s respondents, 65%, agreed with the statement “The performance expectations of my job are clear to me”, with 27% disagreeing, and only 8% remaining neutral.
 - There was a mixed reaction to the statement “Personnel within my department are held accountable for their performance”. About 38% of respondents agreed, 41% disagreed, and 21% were neutral.
 - Financial and Administrative Service’s Department’s respondents had a mixed response to the statement “The performance evaluation process is fair and consistent”, approximately, 32% of the department’s respondents agreed with the statement, and an equal amount of respondents, 34% disagreed and remained neutral.
- On the questions of perceptions regarding employee performance standards and expectations, **Police participants** in the survey had the following responses:
 - A significant majority of Police respondents, 75%, agreed with the statement “The performance expectations of my job are clear to me”, with 15% disagreeing, and 10% remaining neutral.
 - An equal amount of police respondents, 41%, agreed and disagreed with the statement “Personnel within my department are held accountable for their performance”, while 20% were neutral.
 - Approximately 40% of Police respondents disagreed with the statement “The performance evaluation process is fair and consistent”, while 36% agreed, and 24% were neutral.

- On the questions of perceptions regarding departmental management, **other participants** in the survey had the following responses:
 - A majority of all respondents, 70%, agreed with the statement “The performance expectations of my job are clear to me”, with 16% disagreeing, and 14% remaining neutral.
 - A plurality of the other participants, 48%, agreed with the statement “Personnel within my department are held accountable for their performance”. 37% disagreed, and 15% were neutral.
 - Respondents had a mixed reaction to the statement “The performance evaluation process is fair and consistent”, 38% of agreed, 32% disagreed, and 30% were neutral.

While employees feel that overall their job expectations are clear, there are mixed sentiments regarding holding employees accountable and the standards used to evaluate employee performance.

6. EMPLOYEES HAD MIXED REACTIONS TO BUSINESS PROCESSES WITHIN THEIR DEPARTMENT AND OTHER CITY DEPARTMENTS, BUT AGREED THAT THEIR DEPARTMENT HAD WELL DOCUMENTED POLICIES AND PROCEDURES.

Respondents were given a series of statements regarding business procedures and department policies. The survey questions in this category and their responses are summarized in the table, on the following page:

15. The business processes within my department are efficient and effective.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	42%	42%	42%	38%	43%
Disagree	30%	27%	31%	36%	28%
Neutral	28%	31%	27%	26%	29%
16. The business processes involving other departments are efficient and effective.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	21%	11%	27%	15%	24%
Disagree	22%	19%	33%	22%	22%
Neutral	57%	70%	40%	63%	54%
18. My department has well documented policies and procedures to guide my work.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	54%	57%	41%	71%	50%
Disagree	26%	23%	35%	14%	29%
Neutral	20%	20%	24%	15%	21%
21. Problems and issues in the City are resolved in a timely manner.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	22%	16%	24%	15%	25%
Disagree	45%	42%	46%	54%	42%
Neutral	33%	42%	30%	31%	33%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding business procedures and department policies, **all participants** in the survey had the following responses:
 - A plurality of all respondents, 42%, agreed with the statement “The business processes within my department are efficient and effective”. About 30% of respondents disagreed, and 28% were neutral.
 - A majority of respondents, 57%, were neutral regarding the statement “The business processes involving other departments are efficient and effective”. 21% of respondents agreed with the statement, and 22% disagreed.
 - A majority of respondents, 54%, agreed with the statement “My department has well documented policies and procedures to guide my work”. Roughly 26% of respondents disagreed with the statement, and 20% were neutral.

- Respondents had a mixed reaction to the statement “Problems and issues in the City are resolved in a timely manner”. About 22% of respondents agreed with the statement, 45% disagreed, and 33% remained neutral.
- On the questions of perceptions regarding business procedures and department policies, **Cultural Services Department participants** in the survey had the following responses:
 - A plurality of the department’s respondents, 42%, agreed with the statement “The business processes within my department are efficient and effective”. About 27% of respondents disagreed, and 31% were neutral.
 - A significant majority of the department’s respondents, 70%, were neutral regarding the statement “The business processes involving other departments are efficient and effective”. 11% of respondents agreed with the statement, and 19% disagreed.
 - A majority of respondents, 57%, agreed with the statement “My department has well documented policies and procedures to guide my work”. Roughly 23% of respondents disagreed with the statement, and 20% were neutral.
 - Respondents had a mixed reaction to the statement “Problems and issues in the City are resolved in a timely manner”. About 16% of respondents agreed with the statement, and an equal amount disagreed and remained neutral (42%).
- On the questions of perceptions regarding business procedures and department policies, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - A plurality of the department’s respondents, 42%, agreed with the statement “The business processes within my department are efficient and effective”. About 31% of respondents disagreed, and 27% were neutral.
 - Financial and Administrative Service Department’s respondents had no clear majority on the statement “The business processes involving other departments are efficient and effective”. Approximately, 27% of respondents agreed with the statement, 33% disagreed, and 40% remained neutral.

- Roughly 41% of the department's respondents, agreed with the statement "My department has well documented policies and procedures to guide my work". 35% of respondents disagreed with the statement, and 24% were neutral.
- Respondents had a mixed reaction to the statement "Problems and issues in the City are resolved in a timely manner". About 24% of respondents agreed with the statement, 46% disagreed, and 30% remained neutral.
- On the questions of perceptions regarding business procedures and department policies, **Police participants** in the survey had the following responses:
 - Police respondents had a mixed reaction to the statement "The business processes within my department are efficient and effective". About 38% agreed, 36% disagreed, and 26% were neutral.
 - A majority of respondents, 63%, were neutral regarding the statement "The business processes involving other departments are efficient and effective". 22% of respondents agreed with the statement, and 15% disagreed.
 - A majority of respondents, 71%, agreed with the statement "My department has well documented policies and procedures to guide my work". Roughly 14% of respondents disagreed with the statement, and 15% were neutral.
 - A slight majority of Police respondents, 54%, disagreed with the statement, "Problems and issues in the City are resolved in a timely manner". About 15% of respondents agreed and 31% remained neutral.
- On the questions of perceptions regarding business procedures and department policies, **other participants** in the survey had the following responses:
 - A plurality of all respondents, 43%, agreed with the statement "The business processes within my department are efficient and effective". About 28% of respondents disagreed, and 29% were neutral.

- A majority of respondents, 54%, were neutral regarding the statement “The business processes involving other departments are efficient and effective”. 24% of respondents agreed with the statement, and 22% disagreed.
- Approximately 50% of the other participants agreed with the statement “My department has well documented policies and procedures to guide my work”. Roughly 29% of respondents disagreed with the statement, and 20% were neutral.
- 42% of the other departments respondents disagreed with the statement, “Problems and issues in the City are resolved in a timely manner”. About 25% of respondents agreed and 32% remained neutral.

In summary, respondents had mixed reactions to questions relating to business policies and procedures of their department and other City Departments, including the City’s ability to resolve problems. However, the majority of respondents did agree that their Department had well documented policies and procedures in place.

7. EMPLOYEES AGREE THAT THEY RECEIVE APPROPRIATE TRAINING AND HAVE ACCESS TO NECESSARY SOFTWARE AND TECHNOLOGY, BUT HAVE MIXED REACTIONS REGARDING THE MAINTENANCE AND EFFICIENT USE OF THAT TECHNOLOGY.

Respondents were asked a series of statement regarding their training and access to appropriate equipment and technology to perform their duties. The survey questions in this category and their responses are summarized in the table, on the following page:

1. I receive the training needed to be an effective and efficient employee.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	56%	61%	46%	67%	52%
Disagree	27%	21%	28%	21%	30%
Neutral	17%	18%	16%	12%	18%
24. We leverage technology so personnel are more efficient.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	42%	42%	51%	40%	41%
Disagree	31%	27%	31%	39%	30%
Neutral	27%	31%	18%	21%	29%
25. Our department utilizes the internet to allow citizens / customers to conduct business.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	66%	76%	72%	66%	63%
Disagree	11%	10%	11%	12%	12%
Neutral	23%	14%	17%	22%	25%
26. I have access to appropriate tools and equipment to do my job well.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	60%	60%	65%	54%	63%
Disagree	24%	25%	19%	29%	22%
Neutral	16%	15%	16%	17%	15%
27. I receive the proper amount of training to use our technology systems.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	44%	43%	42%	41%	46%
Disagree	32%	30%	35%	39%	30%
Neutral	24%	27%	23%	20%	25%
28. Our equipment / technology is well maintained.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	47%	46%	52%	33%	51%
Disagree	33%	32%	24%	49%	29%
Neutral	20%	22%	24%	18%	20%
29. I have access to the necessary software and technology needed to perform my duties.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	55%	50%	69%	45%	57%
Disagree	26%	29%	15%	34%	25%
Neutral	19%	21%	16%	21%	18%

The following points summarize the statistical information provided in the table above:

- On the questions of perceptions regarding training and technology, **all participants** in the survey had the following responses:
 - A majority of all respondents, 56%, agreed with the statement “I receive the training needed to be an effective and efficient employee”. Roughly 27% of respondents disagreed, and 17% were neutral.
 - A plurality of respondents, 42%, agreed with the statement “We leverage technology so personnel are more efficient”. About 31% of respondents disagreed with the statement, while 27% remained neutral.
 - A majority of all respondents, 66%, agreed with the statement “Our department utilizes the internet to allow citizens / customers to conduct business”. Roughly 11% of respondents disagreed, and 23% were neutral.
 - A majority of respondents, 60%, agreed with the statement “I have access to the appropriate tools and equipment to do my job well”. 24% of respondents disagreed with the statement, while 16% remained neutral.
 - A plurality of all respondents, 44%, agreed with the statement “I receive the proper amount of training to use our technology systems”. Approximately, 32% of respondents disagreed, and 24% were neutral.
 - A plurality of respondents, 47%, agreed with the statement “Our equipment / technology is well maintained”. 33% of respondents disagreed with the statement, while 20% were neutral.
 - A majority of all respondents, 55%, agreed with the statement “I have access to the necessary software and technology needed to perform my duties”. About 26% of respondents disagreed with the statement, while 19% remained neutral.
- On the questions of perceptions regarding training and technology, **Cultural Services Department participants** in the survey had the following responses:
 - A majority of the department’s respondents, 61%, agreed with the statement “I receive the training needed to be an effective and efficient employee”. Roughly 27% of respondents disagreed, and 17% were neutral.

- A plurality of respondents, 42%, agreed with the statement “We leverage technology so personnel are more efficient”. About 27% of respondents disagreed with the statement, while 31% remained neutral.
- A significant majority of the department’s respondents, 76%, agreed with the statement “Our department utilizes the internet to allow citizens / customers to conduct business”. Roughly 10% of respondents disagreed, and 14% were neutral.
- A majority of respondents, 60%, agreed with the statement “I have access to the appropriate tools and equipment to do my job well”. 25% of respondents disagreed with the statement, while 15% remained neutral.
- A plurality of the department’s respondents, 43%, agreed with the statement “I receive the proper amount of training to use our technology systems”. Approximately, 30% of respondents disagreed, and 27% were neutral.
- A similar amount of respondents, 46%, agreed with the statement “Our equipment / technology is well maintained”. 32% of respondents disagreed with the statement, while 22% were neutral.
- A majority of the Cultural Service’s respondents, 50%, agreed with the statement “I have access to the necessary software and technology needed to perform my duties”. About 29% of respondents disagreed with the statement, while 21% remained neutral.
- On the questions of perceptions regarding training and technology, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - A plurality of the department’s respondents, 46%, agreed with the statement “I receive the training needed to be an effective and efficient employee”. Approximately, 28% of respondents disagreed, and 16% were neutral.
 - A slight majority of respondents, 51%, agreed with the statement “We leverage technology so personnel are more efficient”. About 31% of respondents disagreed with the statement, while 18% remained neutral.

- A majority of the department's respondents, 72%, agreed with the statement "Our department utilizes the internet to allow citizens / customers to conduct business". Roughly 11% of respondents disagreed, and 17% were neutral.
- A majority of the department's respondents, 65%, agreed with the statement "I have access to the appropriate tools and equipment to do my job well". About 19% of respondents disagreed with the statement, while 16% remained neutral.
- A plurality of all respondents, 42%, agreed with the statement "I receive the proper amount of training to use our technology systems". Approximately, 35% of respondents disagreed, and 23% were neutral.
- A slight majority of Financial and Administrative Services Department's respondents, 52%, agreed with the statement "Our equipment / technology is well maintained", while an equal proportion of respondents 24% disagreed and were neutral.
- A majority of all respondents, 55%, agreed with the statement "I have access to the necessary software and technology needed to perform my duties". About 26% of respondents disagreed with the statement, while 19% remained neutral.
- On the questions of perceptions regarding training and technology, **Police participants** in the survey had the following responses:
 - A majority of the department's respondents, 67%, agreed with the statement "I receive the training needed to be an effective and efficient employee". Roughly 21% of respondents disagreed, and 12% were neutral.
 - Approximately 41% of Police respondents agreed with the statement "We leverage technology so personnel are more efficient". About 39% of respondents disagreed with the statement, while 20% remained neutral.
 - A majority of all respondents, 66%, agreed with the statement "Our department utilizes the internet to allow citizens / customers to conduct business". Roughly 12% of respondents disagreed, and 22% were neutral.

- A slight majority of respondents, 54%, agreed with the statement “I have access to the appropriate tools and equipment to do my job well”. 29% of respondents disagreed with the statement, while 17% remained neutral.
 - Approximately 41% of the department’s respondents, 54%, agreed with the statement “I receive the proper amount of training to use our technology systems”. 39% of respondents disagreed, and 20% were neutral.
 - Almost a majority of the respondents, 49%, agreed with the statement “Our equipment / technology is well maintained”. 33% of respondents disagreed with the statement, while 18% were neutral.
 - Police respondents had a mixed reaction to the statement “I have access to the necessary software and technology needed to perform my duties”. About 45% of respondents agreed, 34% disagreed, and 21% remained neutral.
- On the questions of perceptions regarding training and technology, **other participants** in the survey had the following responses:
 - A slight majority of the respondents, 52%, agreed with the statement “I receive the training needed to be an effective and efficient employee”. Roughly 30% of respondents disagreed, and 18% were neutral.
 - A plurality of respondents, 41%, agreed with the statement “We leverage technology so personnel are more efficient”. About 30% of respondents disagreed with the statement, while 29% remained neutral.
 - A majority of the other departments’ respondents, 63%, agreed with the statement “Our department utilizes the internet to allow citizens / customers to conduct business”. Roughly 12% of respondents disagreed, and 25% were neutral.
 - A majority of respondents, 63%, agreed with the statement “I have access to the appropriate tools and equipment to do my job well”. 22% of respondents disagreed with the statement, while 15% remained neutral.
 - A plurality of respondents, 46%, agreed with the statement “I receive the proper amount of training to use our technology systems”. Approximately, 30% of respondents disagreed, and 25% were neutral.

- A slight majority of respondents, 51%, agreed with the statement “Our equipment / technology is well maintained”. 29% of respondents disagreed with the statement, while 20% were neutral.
- A majority of all respondents, 57%, agreed with the statement “I have access to the necessary software and technology needed to perform my duties”. About 25% of respondents disagreed with the statement, while 18% remained neutral.

Overall, respondents agreed that they have access to the necessary tools and technology for their position and have necessary training to perform their duties, but there was a varied response to the maintenance and efficient use of that technology.

8. RESPONDENTS GENERALLY AGREED THAT SOMETIMES THEIR WORKLOAD IS HEAVY BUT THEY CAN KEEP UP.

Respondents were given three statements regarding staffing levels and current workloads. The survey questions in this category and their responses are summarized in the table, below and on the following page:

6. The workload is well balanced among the personnel in my department.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	32%	29%	31%	29%	34%
Disagree	47%	48%	45%	53%	45%
Neutral	21%	23%	24%	18%	21%
7. The workload activity is well balanced among the different City Departments.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	13%	8%	19%	15%	12%
Disagree	25%	18%	25%	27%	26%
Neutral	62%	74%	56%	58%	62%

33. Please choose the one statement, which best describes your attitude toward your workload.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Always overloaded, can never catch up	26%	29%	32%	27%	23%
Sometimes heavy, but can keep up	54%	58%	52%	57%	54%
Right balance of time and work	15%	10%	13%	14%	16%
Can handle more work	5%	3%	3%	2%	7%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding workload levels, **all participants** in the survey had the following responses:
 - A plurality of all respondents, 47%, disagreed with the statement “The workload is well balanced among the personnel in my department”. Roughly 32% of respondents agreed with the statement, and 21% remained neutral.
 - A majority of all respondents, 62%, remained neutral regarding the statement “The workload activity is well balanced among the different City Departments”. About 13% of respondents agreed with the statement, and 25% disagreed.
 - Question #33 asked respondents to describe their current workload. Approximately 5% of respondents indicated that they could easily handle more work given the available time to do so. The majority of respondents, 54%, reported that they are often busy but can generally keep up with their workload. Roughly 26% of respondents felt that they are always busy and can never catch up, while 15% of respondents felt that possessed the right balance between time available and the amount of work.

- On the questions of perceptions regarding workload levels, **Cultural Services Department participants** in the survey had the following responses:
 - A plurality of all respondents, 48%, disagreed with the statement “The workload is well balanced among the personnel in my department”. Roughly 29% of respondents agreed with the statement, and 23% remained neutral.
 - A majority of all respondents, 74%, remained neutral regarding the statement “The workload activity is well balanced among the different City Departments”. Only 8% of respondents agreed with the statement, and 18% disagreed.
 - Question #33 asked respondents to describe their current workload. Only 3% of respondents indicated that they could easily handle more work given the available time to do so. The majority of respondents, 58%, reported that they are often busy but can generally keep up with their workload. Roughly 29% of respondents felt that they are always busy and can never catch up, while 10% of respondents felt that they had the right balance of work, given the time available to them for that work.
- On the questions of perceptions regarding workload levels, **Financial and Administrative Services Department participants** in the survey had the following responses:
 - A plurality of all respondents, 45%, disagreed with the statement “The workload is well balanced among the personnel in my department”. Roughly 31% of respondents agreed with the statement, and 24% remained neutral.
 - A majority of all respondents, 56%, remained neutral regarding the statement “The workload activity is well balanced among the different City Departments”. About 19% of respondents agreed with the statement, and 25% disagreed.
 - Question #33 asked respondents to describe their current workload. Only 3% of the department’s respondents indicated that they could easily handle more work given the available time to do so. The majority of respondents, 52%, reported that they are often busy but can generally keep up with their workload. Roughly 32% of respondents felt that they are always busy and can never catch up, while 13% of respondents felt that they possessed the right balance between time available and the amount of work.

- On the questions of perceptions regarding workload levels, **Police participants** in the survey had the following responses:
 - A majority of the department's respondents, 53%, disagreed with the statement "The workload is well balanced among the personnel in my department". Roughly, 29% of respondents agreed with the statement, and 18% remained neutral.
 - A majority of Police respondents, 58%, remained neutral regarding the statement "The workload activity is well balanced among the different City Departments". About 27% of respondents agreed with the statement, and 15% disagreed.
 - Question #33 asked respondents to describe their current workload. Only 2% of the Police respondents indicated that they could easily handle more work given the available time to do so. The majority of respondents, 57%, reported that they are sometimes busy but can generally keep up with their workload. Roughly 27% of respondents felt that they are always busy and can never catch up, while 14% of respondents felt that they possessed the right balance between time available and the amount of work.
- On the questions of perceptions regarding staffing levels, **other participants** in the survey had the following responses:
 - A plurality of respondents, 45%, disagreed with the statement "The workload is well balanced among the personnel in my department". 34% of respondents agreed with the statement, and 21% remained neutral.
 - A majority of the other departments' respondents, 62%, remained neutral regarding the statement "The workload activity is well balanced among the different City Departments". About 12% of respondents agreed with the statement, and 26% disagreed.
 - Question #33 asked respondents to describe their current workload. Only 7% of the other departments' respondents indicated that they could easily handle more work given the available time to do so. The majority of respondents, 54%, reported that they are often busy but can generally keep up with their workload. Roughly 23% of respondents felt that they are always busy and can never catch up, while 17% of respondents felt that they possessed the right balance between time available and the amount of work.

Overall, respondents feel that they are always busy, but can keep up. However, most respondents remained neutral regarding workload levels in other departments and had mixed reactions regarding the workload level within their own department.

9. GENERALLY RESPONDENTS HAD MIXED REACTION TO THE OVERALL ORGANIZATIONAL STRUCTURE OF THE CITY, BUT AGREED THAT THEIR DEPARTMENT WAS WELL SUITED TO ITS RESPONSIBILITY.

Respondents were asked a series of statements to evaluate the organizational structure of the City. The survey questions in this category and their responses are summarized in the table, below:

30. The organizational structure of the City promotes the efficient and effective delivery of services.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	38%	28%	45%	33%	41%
Disagree	26%	26%	21%	32%	24%
Neutral	26%	46%	34%	35%	35%
31. The organizational structure of my department / division is well suited to its responsibilities.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	52%	48%	53%	48%	55%
Disagree	24%	23%	27%	28%	22%
Neutral	24%	29%	20%	24%	23%
32. There are no functions / services performed by my department that would be more appropriately conducted by another department.					
Summary	Total Responses	Cultural Services	Fin & Admin Services	Police	Others
Agree	61%	69%	60%	54%	62%
Disagree	16%	13%	21%	20%	14%
Neutral	23%	18%	19%	26%	24%

The following points summarize the statistical information provided in the table, above:

- On the questions of perceptions regarding organizational structure, **all participants** in the survey had the following responses:
 - Approximately 38% of all the respondents agreed with the statement “The organizational structure of the City promotes the efficient and effective delivery of services”. An equal proportion of all respondents disagreed and remained neutral on the statement (26%).
 - A slight majority of all respondents, 52%, agreed with the statement “The organizational structure of my department / division is well suited to its responsibilities”. Roughly 24% of respondents disagreed with the statement, and 24% remained neutral.
 - A majority of respondents, 61%, agreed with the statement “There are no functions / services performed by my department that would be more appropriately conducted by another department”. About 16% of the overall respondents disagreed, while 23% were neutral.
- On the questions of perceptions regarding organizational structure of the city, **Cultural Services Department participants** in the survey had the following responses:
 - Of the Cultural Services Department respondents, 46%, remained neutral regarding the statement “The organizational structure of the City promotes the efficient and effective delivery of services”. About 28% of respondents agreed, and 26% disagreed.
 - A plurality of respondents, 48%, agreed with the statement “The organizational structure of my department / division is well suited to its responsibilities”. Roughly 23% of respondents disagreed with the statement, while 29% remained neutral.
 - A majority of respondents, 69%, agreed with the statement “There are no functions / services performed by my department that would be more appropriately conducted by another department”. About 13% of the department’s respondents disagreed, while 18% were neutral.
- On the questions of perceptions regarding organizational structure of the City, **Financial and Administrative Services Department participants** in the survey had the following responses:

- Of the Financial and Administrative Services Department respondents, 45%, agreed with the statement “The organizational structure of the City promotes the efficient and effective delivery of services”. About 21% of respondents disagreed, and 34% were neutral.
- A slight majority of respondents, 53%, agreed with the statement “The organizational structure of my department / division is well suited to its responsibilities”. Roughly 27% of respondents disagreed with the statement, while 30% remained neutral.
- A majority of the department’s respondents, 60%, agreed with the statement “There are no functions / services performed by my department that would be more appropriately conducted by another department”. About 21% of the department’s respondents disagreed, while 19% were neutral.
- On the questions of perceptions regarding the organizational structure of the City, **Police participants** in the survey had the following responses:
 - Of the Police respondents, 35% remained neutral regarding the statement “The organizational structure of the City promotes the efficient and effective delivery of services”. About 33% of respondents agreed, and 32% disagreed.
 - A plurality of respondents, 48%, agreed with the statement “The organizational structure of my department / division is well suited to its responsibilities”. Roughly 28% of respondents disagreed with the statement, while 24% remained neutral.
 - A majority of respondents, 54%, agreed with the statement “There are no functions / services performed by my department that would be more appropriately conducted by another department”. About 20% of the department’s respondents disagreed, while 26% were neutral.
- On the questions of perceptions regarding the organizational structure of the City, **other participants** in the survey had the following responses:
 - Of the Other Department respondents, 41%, agreed with the statement “The organizational structure of the City promotes the efficient and effective delivery of services”. About 24% of respondents disagreed, and 35% were neutral.

- A majority of respondents, 55%, agreed with the statement “The organizational structure of my department / division is well suited to its responsibilities”. Roughly 22% of respondents disagreed with the statement, while 23% remained neutral.
- A majority of respondents, 62%, agreed with the statement “There are no functions / services performed by my department that would be more appropriately conducted by another department”. About 14% of the department’s respondents disagreed, while 24% were neutral.

Overall, respondents agree that their department’s organizational structure is well suited to its responsibilities and another department could not better perform any of its functions or services. However, respondents do have a mixed response regarding the organizational structure of the City in its ability to provide efficient and effective delivery of services.